YEAR 2000 ASSESSMENT

EDUCATION FOR ALL

INDIA

Ministry of
Human Resource Development
Government of India

National Institute of Educational
Planning and Administration
New Delhi

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MINISTRY OF HUMAN RESOURCE DEVELOPMENT
GOVERNMENT OF INDIA
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NATIONAL INSTITUTE OF EDUCATIONAL PLANNING
AND ADMINISTRATION
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PREFACE

The Framework for Action to Meet Basic Learning Needs was adopted by the World Conference on Education for All at Jomtien, Thailand, in March 1990. The meeting foresaw the need for an end- of-decade assessment of progress as a basis for a comprehensive review of policies concerning basic education.

The Education for All (EFA) 2000 Assessment is a major global endeavour that aims to enable the participating countries to (i) construct a comprehensive picture of their progress towards their own Education for All goals since the 1990 Jomtien Conference, ii) identify priorities and promising strategies for overcoming obstacles and accelerating progress, and (iii) revise national plans of action accordingly.

The International Consultative Forum on EFA, consisting of UNDP, UNICEF, UNFPA, UNESCO and the World Bank, is coordinating the EFA-2000 Assessment at the global level. The Forum will examine the findings reported by countries at its meeting at Dakar (Senegal) in April 2000. The Forum has prepared general guidelines to assist Member States in the assessment of EFA for the period 1990-2000.

According to these guidelines, progress made by different countries towards meeting the Jomtien goals is to be assessed on the basis of a set of 18 core EFA indicators which are grouped according to the following six 'target dimensions':

i)   Expansion of early childhood care and development;

ii)   Universal access to and completion of primary education;

iii)   Improvement in learning achievement;

iv)   Reduction of adult illiteracy rate;

v)   Expansion of provision of basic education and training in essential skills required by youth and adults; and

vi)   Increased acquisition by individuals and families of the knowledge, skills and values organized for better living.

For this purpose a National Assessment Group was constituted in the Department of Education, Ministry of Human Resource Development consisting of senior officials of the Department concerned with EFA and representatives of specialized national institutions, like NCERT, NIEPA and NCTE. During its deliberations, the Group felt that the Indian exercise should be carried out in a larger perspective which takes into account the following important developments:

➢ The wide range of programmes initiated for achieving Universalisation of Elementary Education after formulation of National Policy on Education, 1986;

➢ The massive effort made in the form of literacy campaigns to reach education to the masses; and

➢ Enormous amount of activities in the field of primary education witnessed in the country on an unprecedented scale in the 1990s through projects and programmes specifically focussed on EFA.

The EFA 2000 exercise is, therefore, seen not merely as a stock taking exercise but also as an effort to review and fine tune strategies and programmes of basic education.

It is with this dual perspective in view that it has been planned (1) to make the exercise quite comprehensive covering every dimension of basic education; (2) to get the various component areas reviewed by independent experts from across the country; and (3) to evolve a plan of action for the next phase, probably the final phase, of the national effort to reach the goal of EFA.

India's EFA Assessment 2000 Country Report draws upon the following three documents:

i) Report of progress made with respect to the 18 EFA Indicators as identified in the General and Technical Guidelines given by the EFA Forum Secretariat;

ii) The State of the Art Review (Synthesis) on Learning Achievements; and

iii) The State of the Art Review on Learning Conditions.

These documents were presented at a National Workshop in New Delhi in May, 1999 which was attended by State Education Secretaries, educational experts and representatives of UN agencies, World Bank and external donors. These documents were also discussed in the Sub-Regional meetings of South Asian Countries in New Delhi immediately following the National Workshop. An initial draft of EFA 2000 Assessment Report was presented at the second Sub-Regional Workshop for South and West Asia in Kathmandu on 12-13 October, 1999. A revised draft prepared on the basis of feedback and comments received

in Kathmandu Workshop were discussed in the National Assessment Group in November, 1999.

The inputs received from members of the Group have been taken into account in preparation of final draft by Dr. R. Govinda, National Technical Coordinator, EFA 2000 Assessment. This has been reviewed by Shri Abhimanyu Singh, National Coordinator of EFA 2000 Assessment. This report was also discussed in the Asia Pacific Conference on EFA 2000 Assessment held in Bangkok from 17-20 January, 2000. The Report was also shared in the EFA Ministerial Review Meeting of E - 9 Countries held at Recife, Brazil from 31st January to 2nd February, 2000.

The Department of Education in the Ministry of Human Resource Development has taken the initiative to commission twenty-four sub-sectoral studies on various aspects of EFA in India which seek to capture the varied experiences that have emerged from the projects, programmes and schemes undertaken during the last decade. These studies have been prepared by educationists, experts and practitioners drawn from academia, national resource institutions and non-governmental agencies. The findings of these studies are proposed to be disseminated widely in India and abroad with a view to enrich the EFA 2000 Assessment exercise and provide useful inputs for policy makers, planners and administrators who are working towards achieving the goals of EFA.

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ACKNOWLEDGEMENTS

CONTENTS

LIST OF TABLES

LIST OF CHARTS

ABBREVIATIONS

ADB	:	Asian Development Bank
AEOs	:	Assistant Education Officers
BEOs	:	Block Education Officers
BRCs	:	Block Resource Centres
CABE	:	Central Advisory Board of Education
CEC	:	Continuing Education Centre
CRCs	:	Cluster Resource Centres
CSS	:	Centrally Sponsored Scheme
CSWB	:	Central Social Welfare Board
DEEP	:	District Elementary Education Programme
DIETs	:	District Institutes of Education and Training
DISE	:	District Information System of Education
DLCs	:	District Literacy Committees
DLS	:	District Literacy Societies
DPEP	:	District Primary Education Programme
DRU	:	District Resource Units
ECCE	:	Early Childhood Care and Education
ECE	:	Early Childhood Education
Ed. CIL	:	Educational Consultants India Limited
EE	:	Elementary Education
EFA	:	Education for All
EGS	:	Education Guarantee Scheme
G,.D.& Diu	:	Goa, Daman and Diu
GDP	:	Gross Domestic Product
GER	:	Gross Enrollment Ratio
GIR	:	Gross Intake Rate
GNP	:	Gross National Product
GOI	:	Government of India
ICDS	:	Integrated Child Development Service
IGNOU	:	Indira Gandhi National Open University
J&K	:	Jammu and Kashmir
KSSP	:	Kerala Shastra Sahitya Parishad
LJ	:	Lok Jumbish
MHRD	:	Ministry of Human Resource Development
MLL	:	Minimum Levels of Learning
MS	:	Mahila Samakhya
MVF	:	Mamidipudi Venkatarangaiya Foundation

NAEP	:	National Adult Education Programme
NCERT	:	National Council of Educational Research and Training
NCLP	:	National Child Labour Projects
NCTE	:	National Council of Teacher Education
NDC	:	National Development Council
NEEM	:	National Elementary Education Mission
NER	:	Net Enrollment Ratio
NFE	:	Non-Formal Education
NGO	:	Non-Government Organization
NIEPA	:	National Institute of Educational Planning and Administration
NIR	:	Net Intake Rate
NLM	:	National Literacy Mission
NLMA	:	National Literacy Mission Authority
NPE	:	National Policy on Education
NSS	:	National Sample Survey
NSSO	:	National Sample Survey Organization
OB	:	Operation Blackboard
OBC	:	Other Backward Classes
ODA	:	Overseas Development Authority
OLS	:	Open Learning System
PLC	:	Post Literacy Campaigns
POA	:	Programme of Action
PR	:	Panchayati Raj
PTA	:	Parent Teacher Association
SAC	:	Space Application Centre
SC	:	Scheduled Caste
SCERT	:	State Council of Educational Research and Training
SIDA	:	Swedish International Development Authority
SIEMAT	:	State Institute of Management and Training
SKP	:	Shiksha Karmi Project
SLM	:	State Literacy Mission
SRC	:	State Resource Centre
ST	:	Scheduled Tribe
TLC	:	Total Literacy Campaign
UEE	:	Universalisation of Elementary Education
UN	:	United Nations
UNDP	:	United Nations Development Programme
UNESCO	:	United Nations Educational, Scientific and Cultural Organization
UNFPA	:	United Nations Population Fund
UNICEF	:	United Nations Children's Fund
UP	:	Uttar Pradesh
UTs	:	Union Territories
VAs	:	Voluntary Agencies
VEC	:	Village Education Committee

GLOSSARY

Angan Pathshalas	Day School / Courtyard School
Anganwadi	A village level centre under ICDS
Bal Kendra	Learning resource centre for children
Balwadis	ECCE centre for children of 3-5 years of age
Eklavya	NGO concerned with developing, specific alternatives for EE Curriculum partly alternative material on science education
Jan Shikshan Nilayams	Continuing Education Centre
Kala Jathas	Cultural Troupes
Lok Jumbish	The EFA Project in Rajasthan; literally translates as 'People's Movement'
Mahila Samakhya	Literally 'women speaking as equals'; a programme of women's development and education being implemented in Gujarat, Karnataka and UP
Mahila Shikshan Kendras	A residential centre for women's education
Majras, Tolas and Phalias	Common names used for tribal habitations in Madhya Pradesh
Panchayati Raj	The local self- government consisting of village, block and district level elected bodies
Prehar Pathshalas	School of convenient timings
Sandhan	NGO working in the area of education and development since 1983. The group has been closely linked to the *shiksha karmi* programme since 1987 and has been involved in the training of *shiksha karmis* and providing academic support to the programme
Sarva Shiksha Abhiyan	Campaign for 'Education for All'
Shiksha Karmi	Teachers appointed under Shiksha Karmi Project; literally means 'educational workers'

PART I

POLICY AND PLANNING FOR EFA IN INDIA

PART I

POLICY AND PLANNING
FOR EFA IN INDIA

EDUCATION IN INDIA :
A BACKDROP

India is a vast country extending over an area of 32,87,263 sq. km. from the snow-covered Himalayan heights to tropical rain forests of the south. India's population, as on March 1, 1991, was 846.30 million (439.23 million males and 407.07 millions females). Recent estimates indicate that the population of the country has crossed one billion. As the second largest populous country, India is the home for 16 per cent of world's population.

For the purpose of governance, India is divided into thirty two States and Union Territories. States and the Centre function under a federal relationship. The Centre governs certain subjects such as defence, railways and finance while several other subjects are the responsibility of the States. Union Territories are administered under the direct control of the Centre. Education is on the concurrent list though major responsibility for school education lies with the State Governments. Under this arrangement the Central Government and the State Governments are expected to have a meaningful partnership for educational development in the country. In some of the States, local Self-Government bodies, namely, *panchayati raj* institutions in rural areas and municipalities in urban areas have also been associated with school education in order to make the system of administration sensitive to local conditions and also to facilitate the community participation.

The Constitution of India makes an elaborate distribution of governmental powers - legislative, administrative and financial - between the Union (Centre) and the States. Adequate mechanisms exist for sharing of resources and responsibilities, between the Union 'and the States, for harmonious exercise of their powers in larger national interest. A major challenge in national planning is to reconcile the planning priorities of States with the national plan frame. The National Development Council (NDC) imparts a national character to the entire process of planning. In the education sector, the Central Advisory Board of Education (CABE) plays a lead role in the evolution and monitoring of policies and programmes.

Expanding System of Education

During the post-independence period, there has been considerable expansion in educational facilities and enrollment at the elementary stage as revealed by successive surveys of educational facilities. Consequently, literacy rate has improved in every decade. Table 1.1 depicts the rise in

INDIA
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1991
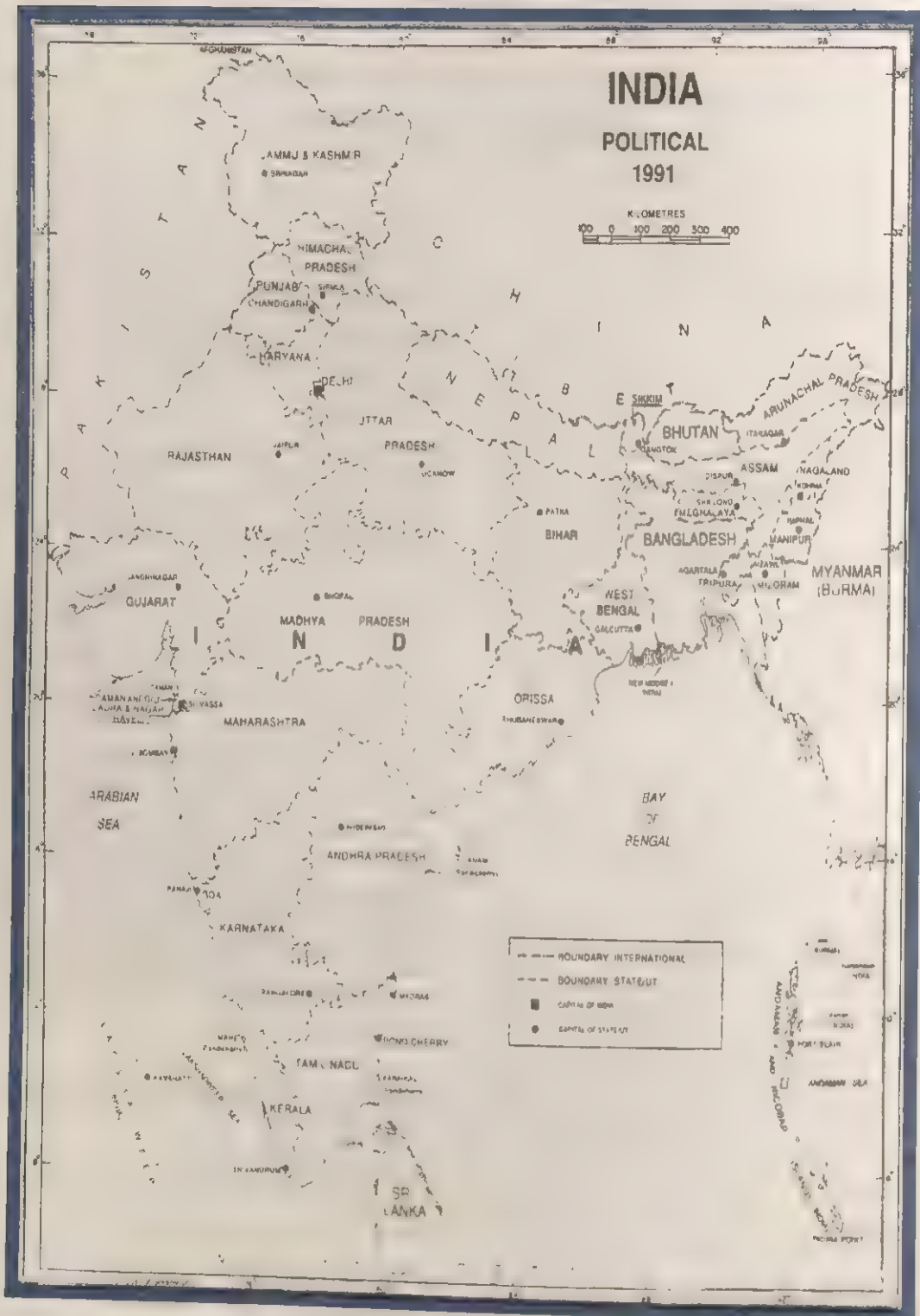
literacy rates and the expanding system of primary education. Recent estimates indicate a significant rise in the literacy level. According to the National Sample Survey estimates, the literacy rate has increased by about 12 percentage points in a period of six years from 52.21 in 1991 to 64.20 percent by 1997.

nineteen States/UTs, secondary stage consists of classes IX and X, it consists of classes VIII, IX and X in thirteen States/UTs. The initial schooling stage upto Class VII or VIII (as is the case in many States/UTs) is generally called 'elementary stage'. The patterns of schooling in all States/UTs and the variations therein are shown in Table 1.2.

Table 1.1: Literacy Rate and Number of Primary Schools
(1951 – 1991)

Year	Literacy Rate (%)			Number of Schools	
	Persons	Males	Females	Primary	Upper Primary
1951	18.33	27.16	8.86	215036	14576
1961	28.31	40.40	15.34	351530	55915
1971	34.45	45.95	21.97	417473	93665
1981	43.56	56.37	29.75	503763	122377
1991	52.21	64.13	39.29	566744	155926

Note: Literacy Rates of 1951, 1961 and 1971 relate to population aged five years and above. The rates for the years 1981 and 1991 relate to the population aged seven years and above.

Organization and Structure of School Education

There are broadly four stages of school education in India, namely, primary and upper primary, secondary and higher secondary. In pursuance of the National Policy on Education of 1968 and of 1986, there have been attempts to evolve a uniform pattern of school education with twelve years of schooling, commonly known as 10+2 pattern. The 'plus two' stage refers to classes XI and XII which constitute higher secondary stage in all thirty two States/UTs. (In some States, higher secondary stage is part of collegiate education known as junior colleges.) However, for first ten years of schooling, the organizational patterns differ considerably among States/UTs. While in

Decisions regarding the organization and structure of education are largely the concern of the States/Union Territories. Within the overall policy of the National Policy on Education, each State/Union Territory has been independently determining the educational structure to be adopted. This is particularly true of the school stage. However, there is almost complete uniformity in the pattern of educational structure within a particular State or Union Territory and also a broad consensus has emerged for adoption by all States as indicated in the diagram on page 7.

The 10+2+3 pattern of education introduced in the country envisages a broad based general education for all pupils during the

Table 1.2: Structure of School Education in Different States

States/UT	Age of Admission to Class 1	Structure of School Education in India								
		I-V	I-IV	VI-VIII	VI-VII	V-VII	V-VIII	IX-X	VIII-X	XI-XII
Andhra Pradesh	5	✓	-	✓	-	-	-	✓	-	✓
Arunachal Pradesh	6	✓	-	✓	-	-	-	✓	-	
Assam	6	-	✓	-	-	✓	-	-	✓	✓
Bihar	6	✓	-	✓	-	-	-	✓	-	✓
Goa	5	-	✓	-	-	✓	-	-	✓	✓
Gujarat	5	-	✓	-	-	✓	-	-	✓	✓
Haryana	6	✓	-	✓	-	-	-	-	✓	✓
Himachal Pradesh	5	✓	-	✓	-	-	-	✓	-	
J&K	5	✓	-	✓	-	-	-	✓	-	✓
Karnataka	5	-	✓	-	-	✓	-	-	✓	✓
Kerala	5	-	✓	-	-	✓	-	-	✓	✓
Madhya Pradesh	6	✓	-	✓	-	-	-	✓	-	✓
Maharashtra	5	-	✓	-	-	✓	-	-	✓	✓
Manipur	5	✓	-	✓	-	-	-	✓	-	✓
Meghalaya	6	-	✓	-	-	✓	-	-	✓	✓
Mizoram		-	✓	-	-	✓	-	-	✓	✓
Nagaland	6	-	✓	-	-	-	✓	✓	-	✓
Orissa	5	✓	-	-	✓	-	-	-	✓	✓
Punjab	5	✓	-	✓	-	-	-	✓	-	✓
Rajasthan	6	✓	-	✓	-	-	-	✓	-	✓
Sikkim	5	✓	-	✓	-	-	-	✓	-	✓
Tamil Nadu	5	✓	-	✓	-	-	-	✓	-	✓
Tripura	6	✓	-	✓	-	-	-	✓	-	✓
Uttar Pradesh	5	✓	-	✓	-	-	-	✓	-	✓
West Bengal	5	-	✓	-	-	-	✓	✓	-	✓
A&N Islands	6	✓	-	✓	-	-	-	✓	-	✓
Chandigarh	5	✓	-	✓	-	-	-	✓	-	✓
D&N Haveli	5	-	✓	-	-	✓	-	-	✓	✓
Daman & Diu	5	-	✓	-	-	✓	-	-	✓	✓
Delhi	5	✓	-	✓	-	-	-	✓	-	✓
Lakshadweep	5	-	✓	-	-	✓	-	-	✓	✓
Pondicherry	5	✓	-	✓	-	-	-	✓	-	✓
INDIA	6	19	13	18	1	11	2	19	13	32

EDUCATIONAL STRUCTURE IN INDIA
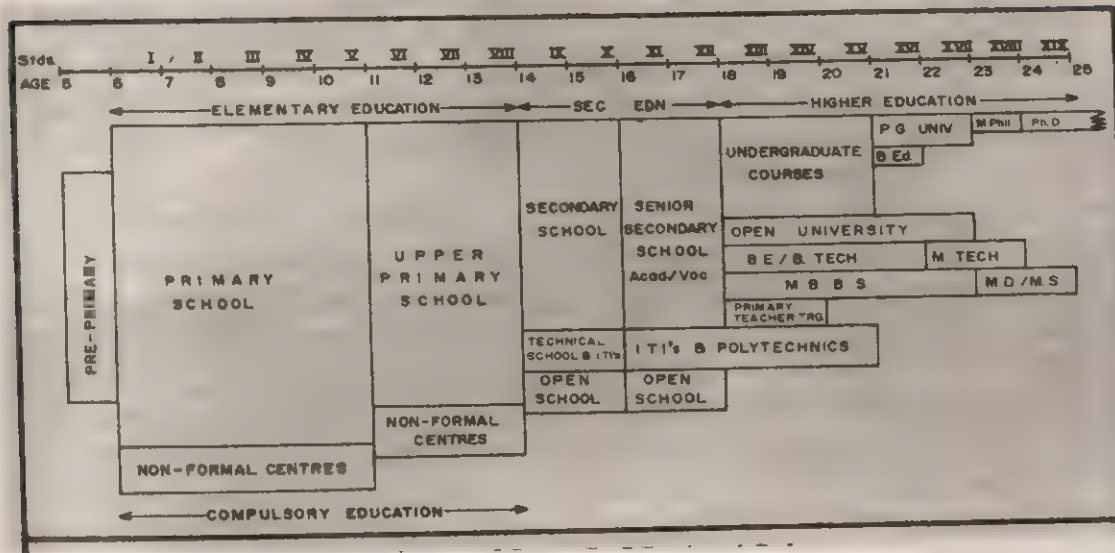
first ten years of school education. The curriculum at this stage is, therefore, largely undifferentiated and little attempt is made to introduce diversified courses at this stage. The focus of the curriculum at the primary stage is on development of basic skills of literacy and numeracy, study of environment in terms of physical and social phenomena, participation in activities which would develop productive skills, creative expression and habits of healthy living. In the initial years, the content and methodology are directed to achievement of communication and computational skills with a view to developing the basic tools of learning.

The EFA Declaration

The World Conference on Education for All held in March 1990 in Jomtien, Thailand, adopted a Declaration calling upon all member states and international agencies to take effective steps for achieving EFA by the year 2000. The ultimate goal affirmed by the World Declaration on Education for All is to meet the basic learning needs of all children, youth and adults. These needs were further specified as consisting of: (a) Essential learning tools such as literacy, oral expression, numeracy and problem solving; and (b) The basic learning content such as knowledge, skills, values and attitudes. Towards fulfillment of these learning needs, the Declaration of EFA took a broadened vision of basic education as consisting of formal schooling, non-formal education programmes as well as open learning systems which together attempt to reach basic education to all children as well as adults. India was a signatory to the Jomtien Declaration and began working towards the EFA commitments forthwith. This section gives an overview of the approach and strategies adopted for meeting the goals of EFA in India.

EFA GOALS AND TARGETS

The World Declaration on Education For All and the 'Framework for Action to Meet Basic Learning Needs' were considered by the Central Advisory Board of Education (CABE) which is the highest education policy making body in the country, in 1991 and 1992. The CABE recognized that the World Declaration on EFA was, from the national point of view, a reaffirmation of the policy orientation given to elementary education in the National Policy on Education (NPE) in 1986. The CABE endorsed the Declaration and called for further strengthening of the processes initiated through the NPE -1986. The CABE highlighted the need for increased financial inputs to achieve the goals of EFA and formulated a broad operational framework for receiving financial assistance from international agencies for undertaking large-scale projects to achieve the goals of EFA. Further, the CABE emphasized that the additional resources generated through external assistance should be utilized for educational reconstruction, which should go beyond the conventional measures such as opening new schools, construction of school building and appointing teachers.

The goals, targets and strategies enunciated in the National Policy on Education and endorsed by the CABE have then been incorporated into successive Five Year Plan proposals. The goals were pursued during the Eighth Five Year Plan which also involved the launching of major projects supported by external funding and the literacy campaigns under the auspices of the National Literacy Mission. They are further being followed up during the current Ninth

Five-Year Plan operating from 1997 to 2002. Thus, the goals of EFA have been incorporated into the national plan framework which in turn guides all developmental actions at the State level.

Early Childhood Care and Education (ECCE)

Early childhood education (ECE) is considered a significant input to compensate for early environmental deprivations at home by providing a stimulating environment to the children. While on one hand, it is expected to provide the necessary maturational and experiential readiness to the child for meeting the demands of the primary curriculum, it also affects positively the enrollment and retention of girls in primary schools by providing substitute care facility for younger siblings. Envisaged as a holistic input fostering health, psychological and nutritional development, the policy emphasized the significance of making it play based while cautioning against the danger of reducing it to the teaching of three R's i.e., reading, writing and arithmetic. The holistic and integrated concept of ECCE clearly represents this spirit.

Though programmes of early childhood care have been under implementation on a large scale through the programme of Integrated Child Development Scheme (ICDS), efforts to integrate early childhood education into activities of these centres and to extend institutionalised educational facilities for children in the pre-school age group have begun only during recent years. Pre-school education in urban areas which is fairly wide spread and is continuously expanding is largely in the hands of the private sector

without much supervision or support from the Government. Considering the magnitude of resources needed to reach out to all children in this age group, the target set for the sector has been modest. It is envisaged that the network of early childhood centres would expand to two million centres and cover about 70 per cent children in the pre-school age group by the year 2000.

Elementary Education

Universalisation of Elementary Education (UEE) has been accepted as a national goal since 1950. The Directive Principles of the Constitution of India envisage provision of free and compulsory elementary education to all children upto the age of fourteen years. The overall goal in this regard is to provide free and compulsory education of satisfactory quality to all children. It is significant to note that the National Policy on Education defines universal elementary education in a broad framework. It made a significant shift in emphasis from enrollment to participation and retention. The goal of universal elementary education was enlarged to include provision of education of a satisfactory quality to all children.

Universal Access

Though considerable progress has been made towards achieving the target of EFA as indicated by the overall figures, more rigorous and sustained efforts are required to universalize elementary education. A major bottleneck in this direction has been the persistence of regional and sectional disparities. The policy goal, therefore, has been to intensify the efforts to reach primary education to such deprived sections of population. Specifically, the goals of EFA with respect to universal access focus on:

◆ Universal enrollment of all children including girls, disabled children and children belonging to SC and ST in primary classes and provision of upper primary education for them.

◆ Provision of NFE for school drop-outs, working children and girls who cannot attend formal schools.

Universal Retention

As mentioned earlier, the country has made significant progress in terms of provision of access to basic education. Recent surveys show that more than 95 per cent population has access to primary education within a distance of one km. Overall enrollment figures have also shown a massive increase. However, the number of children who participate in schooling regularly and complete the first cycle of education still needs to be improved substantially. For a number of reasons, many children initially enrolled in the school do not complete their primary schooling. Here again, there are wide disparities among different States; for instance, while almost all children enrolled in the initial classes of the primary school complete at least 4-5 years of schooling in the States of Kerala, Goa and Mizoram, the figures of school drop-out in certain other States continue to be very high. Thus, the policies have reiterated reduction in the number of drop-outs as an important goal:

◆ Reduction of drop-out rates between classes I-V and classes I-VIII from the

existing rate of 36.3 per cent and 56.5 per cent in 1994 to 20 per cent and 40 per cent respectively. These rates were set as targets to be achieved during the Ninth Five-Year Plan period (1997-2002).

Improvement in Quality

As mentioned earlier, the National Policy on Education - 1986 emphasizes the importance of giving special attention to quality aspects of primary education. Several policy guidelines have been formulated for this purpose.

Improved Quality of School Provision

With the expansion of the school system, a systematic exercise has been carried out to determine basic norms for provision - physical, human as well as academic, in each school. It is envisaged that this should help improve the quality of provisions significantly. These norms act as the guiding principle for creating additional schooling facilities for primary education.

Focus on Learning Outcomes

Alongside provision of improved facilities in the school policy makers have also focussed their attention on the learning levels attained by children who attend schools. A National Committee of experts set up by the Government of India in early nineties evolved a framework of "Minimum Levels of Learning" to be attained by every student undergoing primary education. It is envisaged that this would act as a guide for the teachers in ensuring that the teaching-learning process is effective and that

expected learning levels are attained by all children.

Teacher Capacity Building

Critical role of the teachers in ensuring quality education has also come in to sharper focus. As in case of infrastructure, massive expansion of the system has also influenced the quality of teachers and the support system available for guiding them in their work. One of the major policy interventions in the last decade is to make institutional arrangements at district and sub-district levels for in-service education of primary teachers. The emphasis is on decentralizing the training arrangement and providing guidance and support to teachers on a continuous basis.

Adult Education and Literacy Programmes

Adult education and literacy programmes have been transformed under the auspices of the National Literacy Mission (NLM) into a mass campaign leading towards a people's movement for total literacy and a new awakening for education. The goal of NLM is to attain full literacy (i.e., the sustainable threshold level of 75 per cent). NLM envisages that focussing on imparting of functional literacy to non-literates in the 15-35 age group would help achieve this goal. This age group has been selected because they are in the productive as well as the reproductive period of life. NLM seeks to bring non-literates to a level of self-reliance in the three R's. It also provides them facilities for skill development to improve their economic status and well being. It enables them to imbibe values of

national integration, conservation of the environment, women's equality and observance of small family norms. And finally, it facilitates their participation in the development process. Functional literacy, encompassing all of the above, is the overall goal of NLM.

The success of the campaign mode in the Ernakulam district of Kerala laid the foundations of the campaign approach. While developing a national strategy for the country, the National Literacy Mission was fully aware of the need for diversity of approaches, given the inter-regional variations in the country. It was also aware that in many parts, participation of women and disadvantaged sections would require an intensive environment building process. In this context, efforts of NLM represent a major initiative for bringing together civil society to actively participate in a people's movement for achieving literacy in time bound fashion.

Recognising the fragile nature of literacy levels achieved in a campaign mode and the need to create a learning society, the NLM provides for a Post Literacy Campaign (PLC) where the gains of literacy are consolidated and an effort is made to link learning skills with life skills. Similarly, in order to sustain the learning process in the community, NLM supports the establishment of Continuing Education Centres (CEC) that provide a package of life-linked services for neo-literates.

EFA STRATEGY IN 1990s

The goals of EFA in the country are to be viewed in relation to the stage of educational development that obtained in 1990 - the year of World Declaration on EFA. By then, fairly large expansion of primary schooling and the teaching force had already taken place in all parts of the country. Other sectors of education like adult education and non-formal education had also developed fairly well. Therefore, the main challenges in education in 1990s related to EFA have been the following:

◆ access to basic education for the unreached segments and uncovered habitations

◆ qualitative improvement in content and processes of education; to make them more responsive to learning needs of individuals -- children, youth and adults, families, community and development in different sectors of social and economic life.

◆ consolidation and newer orientation wherever required in different areas of education through innovative programmes and changed role of educational personnel.

◆ community participation in education; making education a people's movement.

◆ evolving effective and efficient management structures in education.

All goals and targets of EFA to be fulfilled in 1990s have to be assessed in terms of the nature of the programmes, the degree to which they have led to achievement of the goals of EFA, and the promise they hold for making the processes and supportive

structures sustainable. Thus, when EFA programmes were implemented in 1990s, a new framework for development of basic education in the country was emerging which had the following broad features.

Holistic Approach

The approach adopted for planning and implementation of EFA programmes is characterised by:

◆ a holistic view of basic education with greater linkages and integration between pre-school, primary education, non-formal education and adult education;

◆ relating programmes of education with national concerns such as nutrition and health care, environment, small family norm and life skills education.

◆ collaboration of different departments and sectors of development with primary education.

Decentralisation

Decentralisation has been one of the major strategies for designing different programmes for EFA and implementing them. Operationally, this can be characterized in terms of:

◆ shift from taking 'State' as the unit of planning to 'district' as the unit for programmes of basic education; and to move further to 'sub-district' levels wherever found necessary and feasible;

◆ increasing community involvement in

implementation and monitoring of programmes; and

◆ participation of *panchayati raj* institutions (local Self-Government bodies in rural areas) and urban local bodies in planning and management of education.

Improved Access for the Deprived Sections

Though the figures reflect a tremendous expansion of basic educational facilities, it is recognized that some remotely placed areas and several social and cultural groups still remain outside the fold of basic education. Therefore, in order to ensure full accessibility not only in terms of availability of school but also in terms of facilitating conditions for participation of children, the strategy adopted for EFA involve the following:

◆ household surveys

◆ surveys of educational status of specific social and cultural groups

◆ school mapping and micro-planning

◆ alternative schooling -- residential camps, training camps for special groups such as out of school girls from remote rural areas and non-formal education programmes

◆ support to community based innovative and experimental projects by voluntary agencies

Advocacy, Campaign Approach and Mission Mode

It is recognized that mobilizing civil society to participate in the programmes of basic education is essential for achieving the goals of EFA. It is with this perspective that major efforts are being made to use all means including mass media for advocacy and promotion of EFA activities. Further, in order to reach the common stakeholders, mass campaigns have been launched for creating awareness about educational needs of children, youth and adults, and help them to develop proper appreciation of the role of education in improving the quality of life. It is also evident that programmes in basic education have to be implemented in a mission mode involving the community in an effective manner through mechanisms such as District Literacy Committees(DLC), Village Education Committees(VEC) and Parent-Teacher Associations (PTA). Literacy campaigns have made big strides in this direction and efforts are on to implement other basic education programmes in a mission mode.

Legislative Measures

A significant change in the perspective towards basic education is that it is not viewed merely as a service provided by the State but as a right of every individual. The Supreme Court of India has recognized education as a fundamental right flowing from the right to life and liberty. It is with this in view that attempts are being made to incorporate education as a fundamental right of all children upto fourteen years of age in the Indian Constitution so that participation in education by all children becomes obligatory for the State as well as the parents as a legal requirement. Several State Governments are moving forward with new legislation in this regard. For instance, the State of Tamil Nadu has enacted afresh legislation for providing free and compulsory primary education.

Community Participation

Participation by all members of the community in basic education is considered as the main plank on which the whole effort towards EFA is to be orchestrated. Several strategies such as school mapping and micro planning are being adopted to ensure participation of people in bringing all children to school and to articulate their demand for improved school services. Community participation is also seen as an essential prerequisite for ensuring long term sustainability of the initiatives. It is with this in view that Andhra Pradesh Government has passed an Act providing for School Management Committees with community participation for overseeing the functioning of schools.

Participation of NGOs

Though considerable progress has been achieved in recent years, the magnitude of the task ahead is so gigantic that Government alone cannot achieve the goal of EFA. Recognizing this, participation of Non-Government Organizations (NGOs) and voluntary agencies has been given an important place in the implementation of basic education programmes. It is envisaged that involvement of NGOs will on the one hand, enlarge the network of agencies and

individuals for implementation of basic education programmes and on the other hand, it will bring greater flexibility and innovation into basic education programmes.

Increasing Financial Support

It is visualized that quality programmes of EFA will cost more money than what has been available to the education sector in the past. Programmes of educational development, especially basic education, are therefore being planned keeping the expectation that larger allocations to education would be available in future. The Government stands committed to raise the allocation to education to six per cent of GDP as recommended in various national policy documents. Receiving international assistance for basic education is seen as part of the larger effort to mobilize more resources for education.

EFA DECISION MAKING AND MANAGEMENT

As already pointed out, basic education in India is a shared responsibility of the Central and State Governments. Decision making for EFA is, therefore, done at both the levels. Central Government essentially deals with national policy and programme formulation as guided by the Central Advisory Board of Education, Parliament and expert committee and commissions. Within the framework and guidance provided by these bodies, long term plans for education development are drawn by the Planning Commission with the help of specialized working groups involving educationists, educational administrators and representatives of NGOs. Keeping in

view the parameters specified in the long-term (five year cycle) plans, specific programmes and projects are formulated for central funding to States usually on a matching basis.

Following the National Policy on Education - 1986, a number of centrally sponsored schemes to strengthen basic education were initiated through mutual consultation among the Central Government and the various State Governments. The scope of such specific programmes got further enhanced during the nineties with the availability of external assistance for area-based basic education projects. In addition to these, some of the States have also launched their own programmes for expanding the outreach of primary education. The last decade has witnessed the emergence of a variety of models management of basic education, mainly with the aim of decentralizing decision making, promoting community participation and rigorous monitoring of programme implementation. As was mentioned earlier, management of school education is essentially a subject with the State Governments. In order to simplify and accelerate the process of decision making autonomous bodies with expertise, delegated authority and representation of civil society have been created for management different projects/programmes. Some of these are as follows.

District Literacy Societies: Launching of literacy campaigns demanded a decentralized arrangement for mobilizing people within a district, involving local volunteers, and evolving locally relevant strategies. With this in view, the National

Literacy Mission promoted the setting up of autonomous committees in each district involving administrators, local activists and NGOs. The district literacy committees (DLC) are vested with powers to decide on the course of action with respect to literacy and continuing education. The DLCs receive funds directly from the NLM as well as State Governments and utilise the money within the broad parameters set by the NLM.

State Level Societies for Primary Education: Major programmes with external financial assistance brought with them a new framework of management and decision making in States. While broad policy decisions are made by Government of India, detailed plan of action for the EFA is designed, implemented and monitored through a State level autonomous body set up for the purpose. This model of management decision making and monitoring is being adopted under the District Programme of Primary Education (DPEP) which currently covers more than 200 districts as well as in *Lok Jumbish and Shiksha Karmi* projects in Rajasthan.

Block Level Education Management Committee: Government of Rajasthan has gone further down from the district to sub-district level under *Lok Jumbish* with regard to important decision making on primary education development. Under this, a block level committee is set up in each block, with representation from the block level administration, *Lok Jumbish* project team at the block level, NGO representatives and other educationists. The Committee is authorized to take decisions on such vital matters as opening of new schools, sanctioning additional teachers, sanctioning

additional classrooms and buildings, and opening of non-formal education centres. In fact, the strategy has been to facilitate local level decision making and monitoring processes. It is expected that the rejuvenation of *panchayati raj* institutions in most States following the Constitutional Amendment recognizing these as the third tier of governance would lead to institutionalization of the decentralized management framework for basic education.

Major nationally funded projects such as National Literacy Mission, Operation Blackboard, Non-Formal Education and those funded by international agencies such as the DPEP and *Lok Jumbish* have devised their own monitoring systems. Apart from these project specific arrangements, progress towards meeting learning needs get continually assessed and articulated in different forums. Specifically, periodical survey of educational facilities conducted by the NCERT has been a major exercise to generate a data base on basic education. Besides, annual statistics are collected and collated every year for planning and monitoring purposes. Selected Statistics published annually by MHRD is another source of data on education at all levels. These have been utilised in different ways to assess the progress of UEE. Currently a specially designed package (District Information System for Education - DISE) is being implemented with UNICEF assistance to create a computer based information system which provides for ready access to district level information on basic education.

With evolution of EFA programmes, it is

increasingly recognized that people from different areas of development and social life ought to be involved in decision-making on educational issues. The need is also recognized equally for the co-operation and collaboration required between different ministries and allied sectors of development. It is with this in view that gradually, the decision-making and management structures for EFA programmes and their operational aspects are taking shape with the local community at the centre and the Local Self-Government as an important organ of management for basic education.

CO-OPERATION IN EFA

Co-operation for EFA has to be seen from different perspectives. Seen from the angle of implementing national programmes one can refer to the partnership between Central and State Governments as well as between Government and non-government organizations. One has also to view this in terms of the contributions being made to EFA by the NGOs. And finally, one can also observe an expanding relationship between Government and international funding agencies. One should also mention the role played by national organizations such as NCERT and NIEPA as well as many higher education institutions in providing technical support in the implementation of major initiatives in the area of EFA.

Co-operation between Government and Private Bodies in Primary Schooling

The Central Government and the State Governments, which have the joint responsibility to provide basic education services, are committed by the constitutional mandate to providing free education to all children upto the age of fourteen years. However, situation with respect to actual provision varies from one State to another. Overall, there are four arrangements for provision and management of primary schools education. In the first category are those which are fully funded and managed by the State Governments. Majority of the formal primary education institutions fall in this category. A second category of schools which are also fairly large in number of those managed by the Local Self-Government bodies such as the *panchayati raj* bodies in rural areas and municipalities/corporations in urban areas. These are also almost fully financed by the State Government sources. The third category of institutions are those managed by private/voluntary bodies but with substantial grants from the Government. The fourth category· consists of a small proportion of schools that are established and managed by private/voluntary bodies without any monetary grants from the Government. Funds are mobilized mainly through student fees and voluntary contributions. In the recent years, a few corporate houses have also begun contributing to primary education development programmes, particularly in urban areas.

Role of Non-Government Organizations

Non-government organizations, commonly referred to as voluntary agencies in India, also participate in EFA programmes. For instance, a large number of voluntary agencies are implementing non-formal education programmes to meet the educational needs of out-of-school children.

Government and NGOs in Basic Education: Partners in Progress

Non-Governmental Organisations (NGOs) have emerged as important players in the area of social development in the country in recent years. They are important stakeholders in social development programmes and their participation is crucial. They are also a repository of knowledge of grassroots realities because of their proximity to the people.

NGOs associated with the various education projects such as DPEP, *Shiksha Karmi* Project and *Lok Jumbish* have been instrumental in mobilising community resources for basic education. Specifically, NGOs have helped in:

·· social mobilisation;
·· facilitating formation of the VECs;
·· orientation of village education committees and *panchayati raj* institutions
·· assisting in supervision, training and evaluation;
·· assisting resource units in the modification of curriculum for local relevance;
·· providing training in local communication skills to educators; and
·· participating in review and evaluation of activities on a continuing basis.

The participation of NGOs together with community support has helped improve the physical conditions and environment of primary schools as well as promotion of girls' education. Many NGOs also act as local resource base for the various projects currently being undertaken in the country.

It is well recognised that the NGO sector has tremendous potential to contribute towards the goal of universal primary education. As of now, at least 1,000 NGOs are actively engaged in rendering co-operation and resource support to various ongoing educational projects with assistance from the Government. New initiatives have to be taken to harness the talent and energies of the NGO sector more directly for primary education programmes while consolidating and expanding the existing partnership between Government and NGOs.

Many of them focus on socially and economically backward areas and marginalised sections of the society and on education of girls. A large number of voluntary agencies are providing education, health and nutrition to children in urban slums and for working children. The Central Government provide grants for meeting their expenditure on basic education programmes. Some NGOs conduct innovative programmes for formal primary schooling also. There has been a remarkable involvement of NGOs in the adult literacy programmes. As already mentioned, ever since its inception, the National Literacy Mission has taken measures to strengthen its partnership with NGOs.

International Support for EFA

The current decade has seen the emergence of a number of EFA programmes supported by international agencies. These include support from multilateral agencies including UN bodies, the World Bank and the Asian Development Bank (ADB). Bilateral grants have been

obtained from a number of donors such as the European Commission, DFID, SIDA, NORAD, HIVOS Netherlands and Japan. In fact, large programmes such as the DPEP are being supported and funded jointly by several of these agencies. Five UN agencies have supported the development of a joint initiative with the Government of India and State Governments on community based primary education. Assistance from UN agencies and bilateral donors is in the form of grants, while the World Bank provides concessional loan assistance through IDA. Matching contributions in cash and kind are provided by Central and State Governments for such projects. International cooperation can also be seen in terms of field based programmes promoted by such international NGOs as Action Aid, Aga Khan Foundation, CARE, Save The Children Fund and Plan International.

INVESTMENT IN EFA SINCE 1990

The statement made in the National Policy on Education - 1986 and 1992 that from the Eighth Five Year Plan (1992-1997) onwards the outlay on education would uniformly exceed six per cent of the national income is yet to materialise. At present (1996-97), 3.8 per cent of GNP is being invested in education. The share of elementary education in GNP in India has been relatively low, even though this has also increased by three times, from 0.48 per cent to about 1.7 per cent during the last five decades. The expenditure by education departments as a percentage of GNP at current prices has increased from 0.68 per cent in 1951-52 to 3.14 per cent in 1995-96.

The central expenditure on education has

Table 1.3: Percentage of Expenditure on Primary Education and Elementary Education

Years	Current Public Expenditure as %age of Total Public Current Expenditure on Education		Current Public Expenditure as %age of GNP	
	On pry. edu. (Classes I-V)	On ele. edu. (Classes I-VIII)	On pry. edu. (Classes I-V)	On ele. edu. (Classes I-VIII)
1990	34.30	46.30	1.25	1.69
1991	34.22	46.30	1.18	1.60
1992	33.69	45.20	1.14	1.53
1993	34.20	46.20	1.02	1.38
1994	34.05	46.40	1.00	1.36
1995	35.30	48.50	1.05	1.44
1996	36.50	50.10	1.05	1.44
1997	37.10	50.40	1.08	1.47

Source: *Analysis of budgeted expenditure,* MHRD (for various years)

Chart 1.1: Proportion of Expenditure on Different Sectors of Education
(Centre+State)

■ Elementary Education   Secondary Education   Higher Education
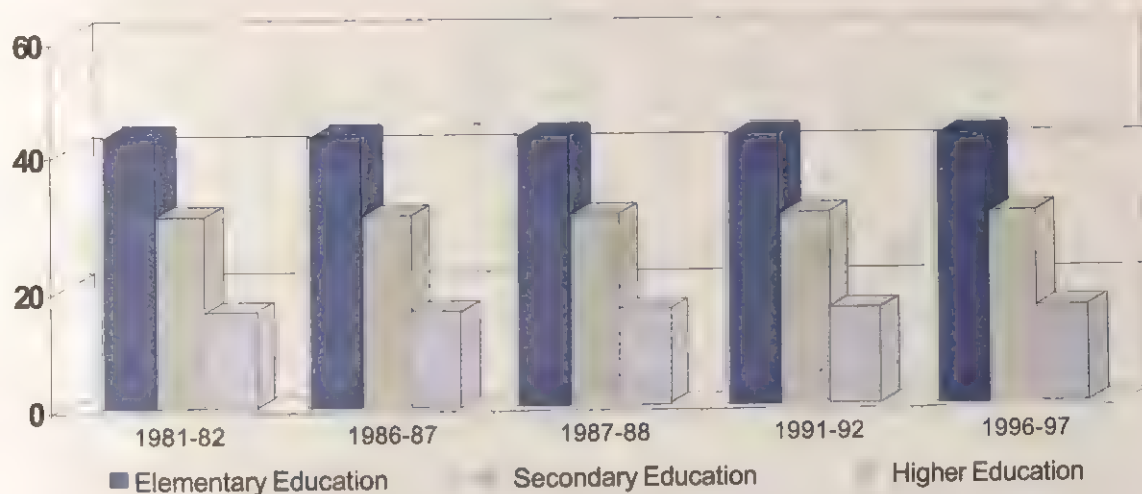
Chart 1.2: Proportion of Expenditure on Different Sectors of Education (Centre)

■ Elementary Education   ■ Secondary Education   Higher Education
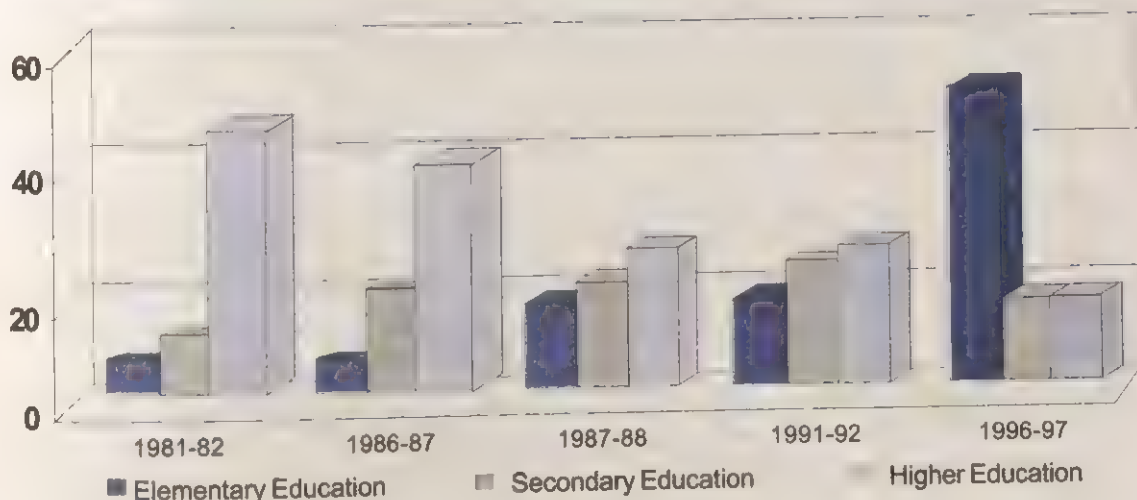
increased substantially over the last ten years. The central plan expenditure increased from Rs. 30,360 million in the Seventh Five Year Plan (1985-90) to Rs. 74,430 million in the Eighth Five Year Plan (1992-97). The Government is committed to raise the expenditure on education to six percent of GDP, as against the level of 3.9, by the end of the Ninth Plan. Fifty per cent of the enhanced allocation is expected to be spent on primary education. This increasing financial participation of the

Chart 1.3: Plan and Non-Plan Expenditure on Elementary Education (%)

Plan   Non-Plan
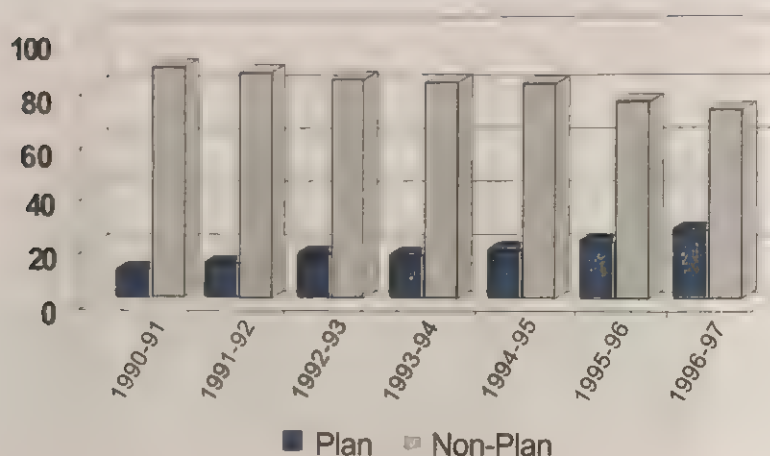
Central Government through Central and Centrally Sponsored Schemes(CSS) for promotion of primary education is in keeping with the spirit of partnership between the Central and the State Governments. Table 1.3 gives information about elementary education and its funding as a percentage of current public expenditure on education.

In 1990s, there has been a marked increase in the proportion of central plan allocations made in the Five Year Plans for elementary education to the total outlay for education. The proportion in the Seventh Five Year Plan, which ended in 1990, was 38 per cent while in the Eighth Five Year Plan (1992-97), the proportion for elementary education was raised to 49 per cent.

One of the most significant factors related to change in the pattern of expenditure on education in recent years is the gradual increase in the proportion of funds spent on elementary education in comparison to secondary and higher education sectors.

The last three Five Year Plans have witnessed a significant shift in the expenditure of the Department of Education in the Central Government towards primary and adult education and away from tertiary education. This highlights the proactive role that the Central Government is playing towards achievement of the goal of EFA.

Another important trend in the expenditure on Elementary Education is a gradual increase in Plan expenditure in 1990s. This has increased from 7.5 per cent in 1990-91 to 24.1 per cent in 1996-97. It is important in the sense that plan expenditure allows investment in development activities like improvement of school infrastructure, recruitment of new teachers, preparation and supply of teaching-learning materials, capacity building of educational personnel, etc. Chart 1.3 depicts this increase in Plan expenditure.

While this increase in Plan expenditure augurs well for development of elementary

Table 1.4: Budgeted Expenditure (Revenue Account) on Education (1996-97)

STATES/UTs	Budgeted Exp. Rev. Account (Rs.)	Population as on 1.3.97 (000s)	Per Capita Budgeted Exp.(Rs.) - Education	Enrollment - Elementary Classes (in 00s)	Exp. on Elementary Education (Rs.)	Expenditure per Student- Elementary Education
Andhra Pradesh	26379700	72960	362	10202	7755185	760
Arunachal Pradesh	1022500	1018	1004	190	505557	2661
Assam	12524800	25149	498	5121	6842212	1336
Bihar	24594300	94669	260	12056	14883375	1235
Goa	1435400	1367	1050	204	321055	1574
Gujarat	22207800	46199	481	7950	10826919	1362
Haryana	7913200	18911	418	2815	2896405	1029
Himachal Pradesh	4521000	5847	773	1105	2105126	1905
J&K	4618300	8692	531	1299	2145578	1652
Karnataka	21470400	50060	429	8729	9945405	1139
Kerala	19727300	31344	629	4631	8840877	1909
Madhya Pradesh	24723300	75546	327	12802	11277482	881
Maharashtra	40933900	87883	466	16439	15528568	945
Manipur	1834500	2154	852	336	845326	2516
Meghalaya	1462900	2081	703	379	774208	2043
Mizoram	906700	812	1117	168	379220	2257
Nagaland	1165300	1433	813	335	713583	2130
Orissa	13165400	34825	378	5241	6045518	1154
Punjab	11382900	22705	501	3051	2980909	977
Rajasthan	20133800	50722	397	8747	10295255	1177
Sikkim	622000	478	1301	105	313080	2982
Tamil Nadu	28220400	60095	470	10302	12322205	1196
Tripura	2442400	3234	755	560	1024326	1829
Uttar Pradesh	42961900	159613	269	21893	21641500	989
West Bengal	25173800	75768	332	14720	6912676	470
A&N Islands	412200	330	1249	65	217509	3346
Chandigarh	892600	758	1178	94	174540	1857
D&N Haveli	88300	163	542	28	48537	1733
Daman & Diu	89800	119	755	21	32495	1547
Delhi	6619100	11645	568	1686	1342200	796
Lakshadweep	117500	61	1926	14	50945	3639
Pondicherry	757300	949	798	168	231795	1380
INDIA	370520700	947590	391	151456	182854171	1207

Source: *Analysis of budgeted expenditure, Selected Educational Statistics, 1997-98, MHRD.*

education, it also raises the question of its sustainability in the long term. State-wise per capita expenditure and expenditure per student for the years 1996 is given in Table 1.4.

Until recently, primary education in India was almost free from large scale external funding. The 1990's witnessed introduction of several externally funded primary education projects, in particular the District Primary Education Programme. However, external funding of elementary education is less than five per cent of the total expenditure by the Centre and the States on this sector. Mobilizing of community resources for primary education on a larger scale has also received considerable attention during this period, especially for improving physical infrastructure of schools.

PART II

EFA IN INDIA: AN ANALYSIS

PART II

EFA IN INDIA : AN ANALYSIS

ACHIEVEMENTS AND CHALLENGES

The last decade of the century definitely marks a significantly positive note in the history of basic education in India. Though the constitution of the country had made a commitment to providing free and compulsory education to all children upto the age of fourteen, the task of providing basic education for all received high priority with concrete plans of action mainly after the National Policy on Education was launched in 1986 and revised in 1992. The educational priorities enunciated by the National Policy on Education 1986 have continued through the nineties. This has been reflected in the higher allocation of resources as well as in terms of clearly defined strategies to achieve the goals of education for all. The World Declaration on Education For All – 1990 adopted in Jomtien, undoubtedly, gave further fillip to the national commitment for reaching basic education for all children. The Jomtien Declaration together with several positive developments within the country brought to the central stage the need for viewing basic education as a fundamental right of every citizen. India is one of the few countries where during the stabilization phase of structural adjustment, expenditure on education has been stepped up.

Achievements during the last fifty years are not insignificant. An estimated 95 per cent of the rural population living in 8,26,000 habitations have a primary school within one km. and about 85 per cent population have an upper primary school within three km. More than 150 million children are currently enrolled covering around 90 per cent of the children in the age group of 6-14 years. Recent surveys on literacy rates indicate a phenomenal progress in the nineties. Basic education policies and programmes in the recent years have gone beyond the mere emphasis on numbers to focus on quality concerns in basic education, on the education of girls and disadvantaged sections of the society, the need for people's involvement in basic education programmes and decentralisation of educational management. It is also during this period that World Bank and other international donor agencies began providing additional funds for speeding up the process of universalisation of elementary education. Despite such significant achievements and positive goal orientation in the recent years, it is realised that there are serious problems of gender, regional, sectional and caste disparities in UEE. A significant proportion of students continue to dropout due to socio-economic and cultural factors as also due to lack of adequate infrastructure, shortage of teachers and unsatisfactory quality of education provided. The country still is the

home for more than 300 million illiterates. The challenges have been many. Therefore, the review of progress made in the nineties represent this struggle to resolve some of the basic problems and make concrete progress towards the goal of EFA against all odds. Though the progress made is not insignificant, the country realises that the challenges ahead at the turn of the century are quite daunting, demanding not only continued commitment but also an enhanced attention and resources to meet the challenges in the coming years. The Government is fully seized of the fact that nothing less than a whole hearted national effort both in the public and private sectors would be necessary if India is to emerge as a fully literate and economically vibrant nation of the 21st century.

The review of progress presented in this section is mainly according to the framework provided by UNESCO in order to generate a common comparative picture of progress made by different countries. The core set of data base used in the review relate to the 18 EFA Indicators identified for this purpose. However, wherever found relevant, quantitative and qualitative information on various other aspects of EFA, which are considered important in the Indian context, have been used to describe the progress made and the challenges ahead.

(1) Early Childhood Care and Education (ECCE)

Recognizing the crucial importance of early childhood education, the National Policy on Education-1986 recommended for strengthening ECCE programmes not only as an essential component of human development but also as a support to universalisation of elementary education and a programme of women's development. The programme is expected to provide necessary maturational and experiential readiness to the child for meeting the demands of the primary curriculum. It also indirectly enhances enrollment and retention of girls in primary schools by providing substitute care facility for younger siblings. The national policy envisages ECCE as a holistic input fostering health, psychological and nutritional development of children.

The Integrated Child Development Service (ICDS) is the largest programme under ECCE. It is an inter sectoral programme which seeks to directly reach out to children from vulnerable and remote areas and give them a head-start by providing an integrated programme of health, nutrition and early childhood education. Its package of services includes supplementary nutrition, immunization, health check-up, referral services, non-formal pre-school education and community participation for children below six years and to pregnant and nursing mothers. The scheme is funded by the Central Government.

Though ICDS is the major programme catering to the ECCE needs, several other schemes have also been initiated by the Central and State Governments mainly to supplement the ICDS provisions, in content and coverage. For instance, 'Creches and Day Care Centres Scheme' was started in 1975 to provide day care services for children below five years. It caters mainly to children of casual, migrant, agricultural and construction labourers. The programme in the scheme is primarily custodial in nature.

Similarly, 'Early Childhood Education Scheme' was introduced as a distinct strategy to reduce the drop-out rate and to improve the rate of retention of children in primary schools. Under this scheme, central assistance is given to voluntary organisations for running pre-school education centres. In addition to these schemes that reach out to the rural, urban slums and tribal areas, there are innumerable private, fee charging nursery schools which cater to the needs of the parents living in urban and semi-urban areas. At present, there is no system of licensing or recognition of such institutions. Table 2.1 presents details about coverage under various ECCE schemes in 1989-90. During the last ten years, the ICDS has been expanded considerably. For instance, during 1992-95, 911 new blocks were brought under the scheme bringing the total coverage of blocks under the scheme to 3,072. The ICDS scheme has been universalised during 1995-96 through sanction of projects for all the 5,320 community development blocks, and 310 major urban slums thus increasing the total number of sanctioned *Anganwadis* to about 7,98,000. Over 10.63 million children in the age group of 3-6 years from disadvantaged groups are availing this pre-school facility. (Department of Women and Child Development, MHRD, June 1996)

Table 2.2 presents the gross enrollment ratio depicting the expansion of ECCE

Table 2.1 : Coverage under Various Childhood Education Schemes (1989-90)

Programmes	Number of Centers	Beneficiaries Coverage	Percentage of Population in Age Group 3-6 *
ICDS (pre-school education age group 3-6) (2424 sanctioned Projects)	203,383	657,800+	11.43
Early Childhood Education (ECE) Centres	4,365	153,000	0.27
Creches and Day Care Centers-age group 0-5 (estimated coverage on the basis of 25 children per creche)	12,230	306,000	0.53
Balwadis-age group 3-6 (estimated coverage on the basis of 30 children per *Balwadi*)	5,641	169,000	0.29
Pre-primary schools	14,765	144,000	2.50
Total		864,600	15.02

*   Total population in the age group 3-6 years in March 1990 (estimated on the basis of 7 per cent of total population) - 57.54 million

Source: Rajlakshmi Murlidharan and Venita Kaul , Early Childhood Care and Education : Status and Problems

Table 2.2 : Comparative Picture of GER-ECCE for 1990 and 1997-98

STATE/UTs	GER 1990	GER 1997-98		
	TOTAL	Boys	Girls	Total
Andhra Pradesh	7.49	13.3	13.4	13.3
Arunachal Pradesh	38.20	75.4	67.7	71.6
Assam	10.11	13.1	12.4	12.8
Bihar	5.75	8.6	7.7	8.1
Goa	24.74	15.7	17.4	16.5
Gujarat	16.35	16.1	17.4	16.7
Haryana	10.14	28.8	29.3	29
Himachal Pradesh	13.49	16.8	17.4	17.1
Jammu & Kashmir	-	13.9	13.1	13.5
Karnataka	20.51	36.9	36.1	36.5
Kerala	10.59	16.9	18 1	17.5
Madhya Pradesh	8.57	19.1	12 7	15.6
Maharashtra	14.36	27.9	27.4	27.6
Manipur	38.81	125	126.1	125.5
Meghalaya	129.38	91	91.1	91
Mizoram	51.38	52.6	53.2	52.9
Nagaland	136.99	151.9	135.7	143.9
Orissa	7.81	20.9	21.6	21.2
Punjab	10.72	16.8	15.8	16.3
Rajasthan	10.86	15.5	14.3	14.9
Sikkim	60.31	73.6	71.5	72.6
Tamil Nadu	5.90	11.8	11.7	11 8
Tripura	66.07	81.9	84.1	83
Uttar Pradesh	5.52	8	8	8
West Bengal	9.24	17	15.7	16.3
A & N Islands	66.27	65.8	63.9	64.8
Chandigarh	38.54	41.1	40	40.6
Dadra & N. Haveli	22 24	31.4	33.1	32.3
Daman & Diu	35.92	50.5	49.3	49.9
Delhi	25.48	28.9	30.8	29.9
Lakshadweep	51.05	90.3	138	109
Pondicherry	50.15	41.7	38.2	40
INDIA	**10.33**	**17.3**	**16.4**	**16.9**

Source : _EFA Indicators_, 1999

programmes and the progress made in 1990s.

Observations

It can be noted that the spread of ECCE facilities, particularly in terms of ICDS centres, has been phenomenal during the recent years covering all the 5,320 community development blocks in the country. However, the actual outreach and coverage in respect of early childhood education component has been rather poor. This is evident from the fact that the GER of 10.33 in 1990 has improved only to 16.9 in 1997-98.

Further, the coverage is very uneven across different parts of the country. Bihar and Uttar Pradesh represents a serious situation with less than 10 per cent coverage. Most States in the north-east seem to be doing well in this regard. Proper understanding of the variations in the levels of participation of children in the ECCE facilities will require additional data related to different dimensions of community life and development viz., demographic, social, cultural, political and economic.

Apart from the quantitative expansion of facilities, there have also been efforts to create alternative models of ECCE under different EFA programmes. The efforts made in this direction particularly in the States of Assam, Madhya Pradesh, Rajasthan, Andhra Pradesh and Karnataka are worth mentioning. In addition, there have also been attempts to create convergence between the ongoing programmes of ICDS and the early childhood education activities, essentially by expanding the scope of the

ICDS programmes. In spite of all these efforts, the challenge in extending the ECCE facilities to all children is enormous and has to be made an integral part of all EFA projects in the years to come. Another point emphasised in this regard is to strengthen the linkage between early childhood education programmes and primary education programmes. Towards this end, many State Governments are establishing pre-primary units attached to primary schools. In fact a massive effort of this kind with corporate funding support is going on in the city of Mumbai.

It is recognized that inter-sectoral convergence and co-ordination is crucial for the success of any ECCE/ECE programme and its linkage with primary education. Setting up of State level coordination committees by State Governments to prepare State specific plans is being promoted as a viable convergence strategy. To facilitate this and periodically review the situation, constitution of a National Advisory Group for ECCE is being proposed with representation from different regions and different sectors related to ECE.

(2) Providing Access to Primary Schooling

With vast area to be covered and the huge, still burgeoning, population to be reached, it has not been easy to provide access for all children to primary schools. However, considering the difficult socio-economic conditions in which a large number of people particularly in rural areas live, it has been the endeavour of the Government to provide primary schooling facilities within easy access of all children. Though this may imply

providing smaller schools with relatively less facilities, it is considered that expecting parents to send their children long distance for centralized schooling facilities may prove counter-productive. This is particularly true in case of girls. Keeping this in view, following norms have been drawn in terms of distance and population within which primary schools have to be provided:

◆ Provision of primary schools in all habitations having a population of 300 persons within a walking distance of one km. for children of 6-11 years age group. Further, relaxation has been made in case of difficult/hilly terrain and areas with ethnic minority population.

◆ Provision of upper primary schools in all habitations having a population of 500 persons within a walking distance of three km. for the children of 11-14 years.

There has been substantial expansion of primary and upper primary schools in the country. Number of primary schools increased nearly three times between 1951 and 1991. The increasing trend has continued, perhaps with greater vigour, during the last decade. This is quite clear from the figures presented in Table 2.3. This has, no doubt, helped spread basic education in some of the remote corners of the country. However, this may not indicate whether the entire population and habitations in India have been adequately covered/served by basic schooling facilities within reasonable distance as prescribed for the children of these age groups.

In order to assess the extent of provision according to the norms, periodic surveys have been conducted at the national level. Data on school provision according to the survey conducted in 1993 are given in Chart 2.1. As seen from the data presented, facilities for primary schooling had been made available within their neighbourhood for 93.76 per cent population of rural habitations, by 1993. Only about 6 per cent population in rural habitations did not have such facilities within the norm of one one km. distance. The accessibility to the facility of primary schooling has further increased after 1993, as more than 27,000 new primary schools were established during the period from 1992-93 to 1996-97.

Similarly, the number of rural habitations not served by primary sections in 1993 was only 16.64 per cent; but it meant 1,76,523 habitations are still to be provided with access to the facility of primary schooling. There is another relevant fact about the population of these rural habitations without access to primary schooling. While 45.25 per cent of these are having population less than 300, about 40,000 habitations have population of 300 or more which have to be provided by primary schools as per the norms referred to earlier in this section. Thus, provision of primary schools to unserved small habitations became a major concern during the 1990's and considerable success could be achieved in this regard in some of the States. For instance, the Education Guarantee Scheme (EGS) initiated by the Madhya Pradesh Government has demonstrated how a demand based provision with the community at the centre stage can help in much faster progress. Under the Scheme, any community, which has a group of at least 25 school-going age children, can

demand from the Government to provide a primary school within their habitation. As a reciprocal measure, the community has to find a place for conducting the school and also ensure the attendance of the children enrolled in the EGS school, as consistently low attendance would lead to closure of the school. Of the 19,289 schools which were started under the EGS upto September 1998, 10,325 (54 per cent) were in tribal pockets, which is indicative of the efforts directed to the schooling of children of socially disadvantaged groups. Similar facilities for upper primary schooling within a distance of three kilometre. In terms of rural habitations, upper primary schooling facilities are available within the habitation for 76.15 per cent. The access to upper primary schooling has improved considerably as 23,000 upper primary schools (middle schools) have been established during the period from 1992-93 to 1996-97, indicating an increase of 14.8 percent, raising the per cent of rural population served by upper primary section to 90.95. In fact, a major programme for

Table 2.3: Number of Primary/Upper Primary Schools (1990-1997)

Year	Primary	Increase	Upper Primary	Increase
1990	560935	57172	151456	29079
1991	566744	5809	155926	4470
1992	571248	4504	158498	2572
1996	598354	27106	176772	18272
1997	610763	12409	185506	8734

Source: *Education in India 1992*, and *Selected Educational Statistics, 1997-98*, Department of Education

efforts based on micro-planning and school mapping exercises have been attempted under *Lok Jumbish,* the EFA project in Rajasthan. Other major projects such as DPEP have also focused on improving the access to primary school facilities in remote and un-served habitations.

Schooling facility at the upper primary stage has also increased over the years. The facilities of upper primary schooling, though widespread are comparatively less accessible, as the norms for establishment specify a radius of three kilometre. Eightyfive per cent rural population has further improvement of upper primary schooling facility is being worked out within the framework of DPEP

Improvement in the availability of upper primary schools is also indicated by the changing ratio of upper primary schools to lower primary ones. Specifically, in 1957, there was only one upper primary school for every six lower primary schools. This situation has gradually improved. In 1987, the ratio of lower primary schools to upper primary schools was 4:1 which further improved to 3:1 by 1993. This improvement, indirectly also indicates the considerable

increase in the demand for upper primary education and improvement in transition rates from lower primary to upper primary classes. The goal is to improve the situation further and provide at least one upper primary school to every two lower primary schools.

(3) Progress in Enrollment

The progress made in the provision of schooling facilities during the last few decades has, undoubtedly, been quite impressive. Mere existence of schooling facility does not guarantee the participation of children in schooling. This is clearly brought out by the large variations among the States/UTs in respect of access to elementary education (primary and upper primary schooling). For instance, the highest percentage of unserved population by a primary school/section within one km. distance, is that for Himachal Pradesh, though this is a State with literacy rate much above the national average (57.3 in 1991 and 72 in 1997). In contrast, in respect of Bihar, the percentage of population unserved by primary school/section is only 4.49 which is quite low comparatively, though Bihar has the lowest literacy rate in the country, viz., 35.1 which indirectly indicates that a large section of the population has not been making use of the schooling facility available. What is the

Education Guarantee Scheme in Madhya Pradesh

Government of Madhya Pradesh has introduced a community centred initiative for universalisation of primary education called Education Guarantee Scheme (EGS). The scheme, introduced in 1997, has the following features :

◆ EGS is a shared responsibility of the local community and State Government.
◆ EGS focuses on hitherto unserved sections of society in habitations without a primary school within one kilometre provided demand comes from 25 learners in tribal areas and 40 learners in non-tribal areas. EGS has fixed a time limit of 90 days within which the demand from the community has to be responded to by the Government.
◆ EGS utilises the PRIs for non-academic monitoring and the school teachers, CRCs, BRCs, and DIETs for academic monitoring.
◆ The scheme seeks to create parity for tribal areas in terms of access to primary education and there by to contribute to equity.

The EGS has now been in operation in Madhya Pradesh for more than a year. Demand for the EGS schools has been so large that 19,289 EGS schools came up in the first one and a half year of operation of the scheme. Most of these schools have come up in the tribal districts of the State justifying the assumption that *majras, tolas,* and *phalias* in many tribal villages lacked schooling facilities. The scheme has evoked an overwhelming interest in the country and several other State Governments are examining the scope for adopting similar measures on a large scale.
Source: Madhya Pradesh Human Development Report,1997

Chart 2.1: Rural Habitations/Population in India Served by Primary and Upper Primary School Sections (1993)

Per cent Population Served by a Primary School

■ Upto 1 km ■ More than 1 km

Per cent Habitations served by a Primary School

■ Upto 1 km ■ More than 1 km

Per cent Population served by a Upper Primary School

■ Upto 3 km ■ More than 3 km

Per cent Habitations served by a Upper Primary School

■ Up to 3 km ■ More than 3 k m
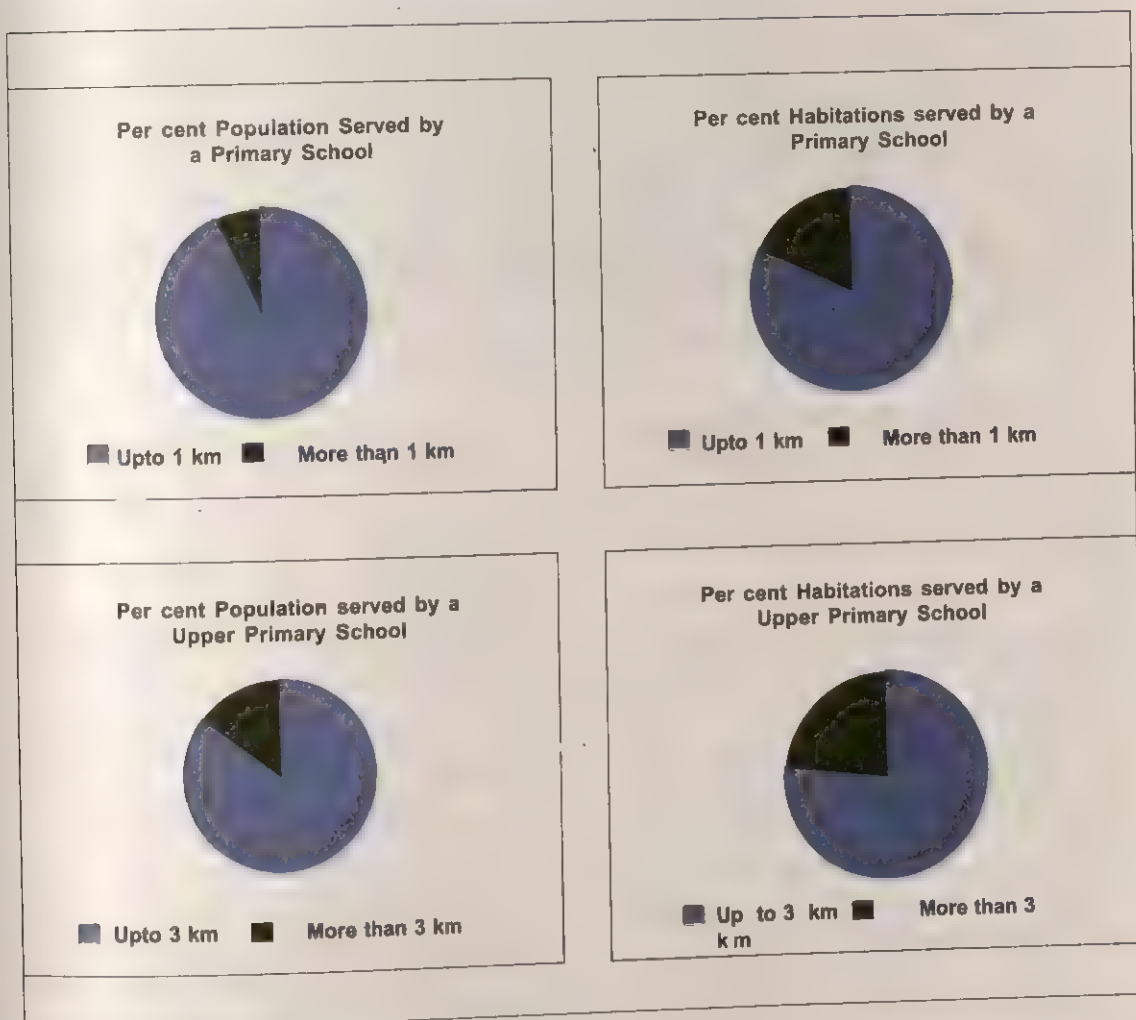
Source: Sixth All India Educational Survey 1993, Volume 1- Educational Facilities in rural and urban areas, NCERT

progress made in terms of student enrollment and attendance in the present decade? How big is the demand for additional places in the primary schools if all children are to be enrolled in school? These questions have been examined in the present section.

Expanding Size of the Primary School System

India embarked on the task of building a mass education system fifty years ago after becoming independent from British colonial rule. Since then the system has grown several folds in size both in terms of number

33

Table 2.4: Growth in Primary School Enrollment (in millions)

	BOYS			GIRLS			TOTAL		
Year	I-V Primary	VI-VIII Upper Primary	I-VIII Elementary	I-V Primary	VI-VIII Upper Primary	I-VIII Elementary	I-V Primary	VI-VIII Upper Primary	I-VIII Elementary
1951	13.79	2.98	16.77	5.51	.67	6.18	19.30	3.65	22.95
1961	25.98	5.62	31.6	13.12	1.87	14.99	39.10	7.48	46.58
1971	36.78	9.64	46.42	22.03	4.04	26.07	58.82	13 68	72.50
1981	46.71	14.69	61.40	29.39	7.25	36.64	76.11	21.95	98.07
1991	58.64	22.05	80.69	42.30	13.60	55.90	100.94	35.65	36.59
1997	61.83	23.7	85.53	47.59	15.80	63.39	109.41	39.50	48.91

Source : *Growth of School Enrolment* 1950-1993 MHRD, Government of India

of schools and the total enrollment of children in primary schools. Table 2.4 presents relevant enrollment figures for 1990s as well as for the previous four decades.

Enrollment in primary level of education has increased by about six times between 1951-1997 while the enrollment in upper primary level increased by about eleven times during the same period. The increase in case of girls had been nine times in primary level, and twenty four times in upper primary level. The annual compound growth rate of enrollment in primary classes has been 3.76 per cent while in case of upper primary level, it has been 4.06 per cent per annum. Some significant points have to be noted from the figures given in Table2.4:

♦ The primary school system in India has grown in size consistently reaching an enrollment of nearly 150 million. This poses a major challenge not only for efficient management but also for mobilizing resources needed to maintain even a reasonable level of quality.

♦ Though the enrollment of girls has grown at a much faster rate than for boys during the last ten years, the difference continues to be very large with only six girls for every eight boys in the school. This calls for urgent action from the planners to devise innovative strategies and bridge the large gender gap.

♦ Though the size of total enrollment in schools is very impressive, the population growth during the last few decades has also been high. Comparison with the total population in the school going age shows that several million children are still outside the fold of primary schooling.

Enrollment and Attendance Ratios

Official entry age for primary school in India is six years and the country is also committed to give free education for all children upto the age of fourteen years. How many of the children in this age group of 6-14 years are really in the schools? While it is difficult to give a precise answer to the question several indicators can help assess the situation. The most important indicator

Table 2.5: Gross Enrollment Ratio - National*

YEARS	I-V Primary (6-11 years)			VI-VIII Upper Primary (11-14 years)		
	Boy	Girls	Total	Boys	Girls	Total
1991	98.12	75.89	87.28	79.82	54.62	67.87
1992	95.0	73.46	84.6	72.5	48.94	67.5
1997	**98.5**	**81.5**	**90.3**	**66.5**	**49.5**	**58.5**

Source: *Growth of School Enrollment 1950-1993* MHRD, Govt. of India *Selected Educational Statistics 1997-98* of MHRD, GOI.

* These figures do not fully match with the figures provided during different years in the "Selected Educational Statistics" published by Government of India as the base population size used are different.

pointing to the participation of children in schooling is the enrollment ratio. Table 2.5 presents the gross enrollment ratios (GER), which represents school enrollment as a ratio of the total population in the age group of 6-14 years.

Gross enrollment ratios have remained relatively static during the decade. This is particularly true of the figures for boys at the primary stage (6-11 years). Corresponding figures for girls show an increase of about 6 percentage points. However, the figures indicate a decline with respect to enrollment at the upper primary stage. This is possibly due to several factors. One of these is the fact that children are not enrolled exactly at the official age specified by the State, which also varies from one State to another. As revealed by the figures related to proportion of official age children in Class I, the spread is quite large. While in the States of Kerala and Tamil Nadu, more than 60 per cent children are enrolled in Class I when they are five years old, the level of enrollment is highest at six years in most of the States, and is quite high even for the seven years old category. (See corresponding table in data on 18 Indicators given in the Annexes). This could be due to lack of school readiness and the fact that the number of first generation learners is very large in educationally backward States. Further, special enrollment drives carried out to bring even older children into the primary schools have also influenced the age composition of the school going population. Table 2.6 gives the current GER and NER figures for different States.

On the whole, as against a GER of 90.3 per cent (98.5 per cent Boys and 81.5 per cent Girls) in primary education, the NER comes to only 71.1per cent (Boys: 77.7 per cent and Girls: 64 per cent). Seventeen States/UTs have a lower NER than the country's average while fifteen States/UTs have a higher NER than the national average. Whatever be the reasons for slow growth and even if computation methods are responsible for certain amount of under-

Table 2.6: Statewise Gross Enrollment/Net Enrollment Ratio
(1997-98) At Primary Level (6-11 years)

States / UTS	Gross Enrollment Ratio			Net Enrollment Ratio		
	Total	Boys	Girls	Total	Boys	Girls
Andhra Pradesh	89.60	92.30	86.80	68.6	71.1	66.1
Arunachal Pradesh	97.20	114.50	82.10	69.3	81.7	58.4
Assam	109.10	113.80	104.30	98.4	102.5	94.2
Bihar	76.00	90.90	59.50	75.9	90.9	59.4
Goa	86.10	97.10	76.80	61.2	68.3	55.2
Gujarat	117.6	119.9	114.5	86.4	87.7	84.7
Haryana	83.90	83.10	84.90	73.4	72.5	74.4
Himachal Pradesh	90.10	98.60	82.70	68.1	74.3	62.9
Jammu & Kashmir	67.20	82.70	53.40	55.2	68.1	43.7
Karnataka	113.2	120.7	105.5	88.6	94.2	82.8
Kerala	90.10	91.30	88.80	71.5	72.5	70.4.
Madhya Pradesh	102.40	114.50	89.40	88.1	97.4	78.2
Maharashtra	112.90	115.70	110.00	84.4	86.2	82.5
Manipur	85.9	99.7	74.1	67.8	77.7	59.5
Meghalaya	93.40	101.90	86.10	50.3	54.5	46.8
Mizoram	113.60	123.00	104.60	72.6	77.7	67.6
Nagaland	94.30	103.60	86.30	58.5	64	53.6
Orissa	90.50	104.50	76.10	69.7	81	58
Punjab	81.60	80.40	83.10	70.6	68 8	72.7
Rajasthan	97.00	111.30	81.00	71.6	82.6	59.3
Sikkim	113.30	116.70	110.00	61.4	63.4	59.3
Tamil Nadu	108.60	109.80	107.30	84.6	85 7	83.6
Tripura	88.40	103.40	75.30	79 5	92	68.6
Uttar Pradesh	62.30	74.1	49.00	46.8	56	36.4
West Bengal	92.20	98 60	85.60	55.6	59 2	51.8
A&N Islands	86.90	99.60	76.20	63.8	72.1	56 7
Chandigarh	79.50	85.90	73.20	60 1	65 1	55 2
D&N Haveli	96.20	111.00	81.30	70 2	79	61 4
Daman & Diu	99.10	110.90	88.80	74.2	81 6	67 8
Delhi	89.10	97 20	81 60	67 6	74	61 7
Lakshadweep	104 50	112.80	96.3	72.8	77 2	68 4
Pondicherry	93.50	105.80	83	73 6	83 4	65 2
INDIA	**90.3**	**98.5**	81.5	71.1	77.7	64

Chart 2.2: Net Attendance Ratio (1996)

Note: Estimates made by National Sample Survey Organization, 1996.
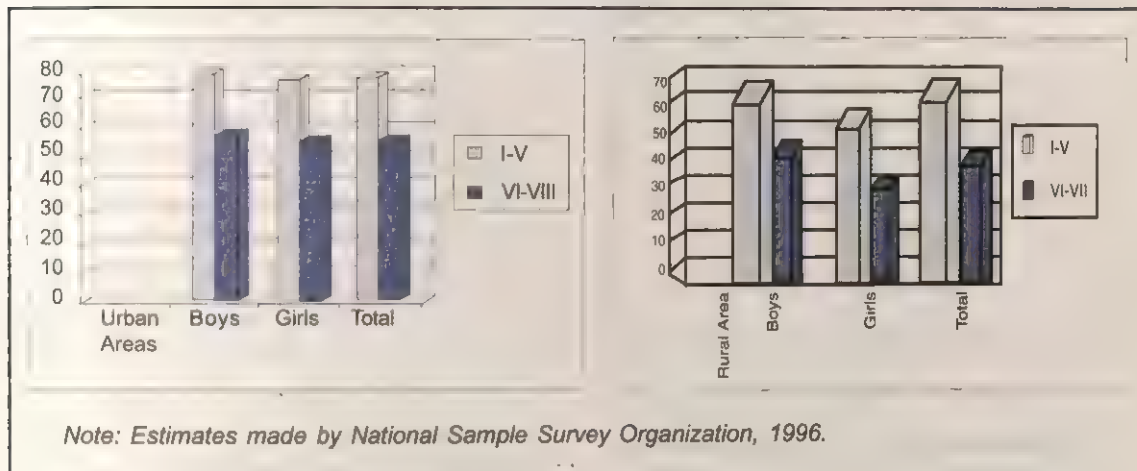
reporting, the enrollment ratios indicate the major challenge that the country faces in bringing all children to school. Seen from another angle, one could say that in 1990s the GERs both for boys and girls at primary stage are getting stabilised. This may have reduced considerably the number of under-age and over-age children in classes I-V. Comparability of NER with net attendance ratios (Chart 2.2) also indicates to the stability being achieved in terms of enrollment and attendance pattern. Two broad issues emerging from the data presented above have to be specially noted:

◆ Low enrollment ratios is not a problem in all parts of the country. Several States show a NER of more than 80. Even traditionally underdeveloped States such as Madhya Pradesh show a significantly high NER of 88.1. Yet some States such as , Jammu and Kashmir, Nagaland, Uttar Pradesh, and West Bengal seem to face a serious problem demanding immediate attention.

◆ Though female enrollment has shown a significant rise during the last few years, gender disparity does not seem to be getting reduced over the years. Figures show that there are at least as many girls outside the school as there are inside in the age group of 6-14 years. Particular attention in this regard is required in some States such as Bihar, Jammu & Kashmir, Rajasthan and Uttar Pradesh. In fact, not even two out of ten girls in the age group 6-11 year in Uttar Pradesh are in the primary school.

Recognizing the problems of regional and gender disparities, the Central and State Governments have initiated several special measures. Following points in this regard need specific mention, though it may take longer to see measurable impact of these strategies and specific measures:

◆ The decision to modify the traditional distance and population size norm and

opening primary education facilities in smaller habitations has yielded positive results as revealed by the figures for Madhya Pradesh or to some extent even Andhra Pradesh which have a high proportion of people living in small habitations located in hilly and tribal areas. It is proposed to strengthen such efforts and extend the programme to cover all parts of the country.

◆ Another major effort that seems to have succeeded in bringing more children into the fold of education is that of participatory school mapping and micro-planning as demonstrated by the *Lok Jumbish* project in Rajasthan. This is being implemented in many parts of the country under DPEP as well as other EFA projects.

◆ The third strategy being adopted for increasing enrollment and attendance of children in primary education and reduce inter-regional disparity is that of decentralized planning. Recognizing that there are wide disparities within each State and State level planning may not be able to fully respond to local considerations, the DPEP which covers more than 200 districts has adopted a district specific approach for planning primary education. Based on the experience gained from DPEP and other EFA projects. It is being proposed to extend this approach to all parts of the country and prepare district elementary education plans in an integrated manner.

◆ The children who are still to be enrolled for schooling at primary stage constitute a more difficult group in terms of their socio-economic and cultural background. This is more so for the girl child and the problem is more acute and complex at upper primary stage as clearly indicated by the combined GERs for this stage. These complexities demand innovative modes of providing primary education through formal and non-formal channels. With this in view several programmes in the Government as well as non-Government sectors have organized alternative schools, residential camps and schools for adolescent girls. The results of these efforts have been quite encouraging.

(4) Improving Completion Rates

It is well known that mere provision of access and enrollment of children in the school are not enough for achieving the goal of education for all. These should be coupled with suitable measures to ensure that children stay in the school to complete the full cycle of primary education. Though most States of India have done well in enrolling more and more children in the school, lack of capacity of the schools to retain the children in the school has been a serious problem. Efforts have been made for last several decades to ensure that children do not drop-out from the school after initial enrollment.

Regular information on drop-out and retention of children is not collected in all the States. Therefore getting accurate data on the regular participation level of children in the schools and their progress through various classes to completion of the full cycle

is not possible to compute as this is also affected by failure rates. This is further complicated, as most of the States follow a principle of automatic promotion in the initial classes of the primary cycle. However, in order to assess the progress made during the last decade, five indicators have been computed, namely, rate of drop-out, (Chart 2.3) rate of repetition, rate of survival from Class I through Class V, efficiency index in terms of average number of years taken by a learner to complete the initial five year cycle and rate of transition from primary to upper primary stage. One can easily see from the data presented in chart 2.3 a significant decline in the drop-out rates between 1991 and 1999.

that the difference between boys and girls is getting narrower. The situation however is not quite encouraging with respect to upper primary stage.

It may be observed that the repetition rate is very small to the tune of only around 5-8 per cent. This is possibly due to the automatic promotion policy followed in most of the States. Low repetition rates may, however, be leading to lack of attention to learner achievement and in turn affecting the learning levels of the children as well as their motivation to attend regularly. In fact, Statewise data computed on this factor show considerable variation among the States in

Chart 2.3: Drop-out Rates at Primary and Upper Primary Stages
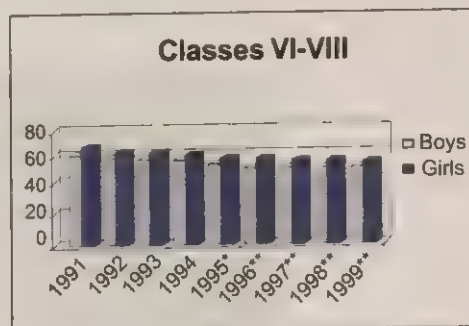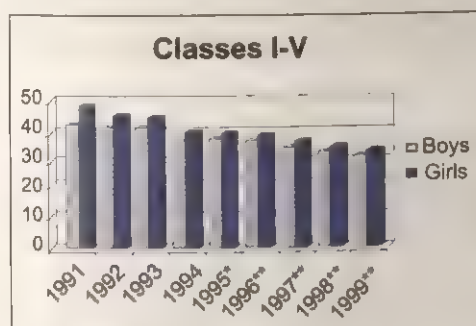
* Provisional
** Estimated (5 percent decrease at I-V and 2 percent decrease at VI-VIII)
Source : Selected Educational Statistics, Department of Education, Ministry of Human Resource Development, Government of India, 1995-96, given in Working Group Report, December 1996

This is particulary pronounced in case of girls as between 1991 and 1995, it declined from about 48 per cent to 38 per cent at the primary stage (classes I to V). If the same trend continues, as the estimates indicate, 7 out of 10 girls joining the primary school in 1999 are likely to remain in the system at least for five years. It can also be observed

terms of repetition. One can also observe a slight rise in the repetition rate at Class III level as many States conduct external examination from that class.

The figures for efficiency rates again highlight the variations across States. Some States such as Uttar Pradesh and West

School Mapping in *Lok Jumbish*

The technique of 'school mapping' is *Lok Jumbish's* special contribution to the task of mobilizing people for education. This begins with LJ workers (or a local NGO) building a rapport with members of the community who are interested in improving education standards in the village. These members called the *prerak dal* (inspirational group), are given a short training for the task of mapping, which they undertake along with the LJ workers or the NGO. School mapping refers to the exercise of depicting every household in the village visually on a simple map. Small symbols indicate the schooling status of every household member in the 5-14 age group. The whole exercise is an occasion for interacting with the community. When the map is ready, it is possible to see which household needs special help, and to discuss the schooling facilities required in the village. The *prerak dal* and the local community draw up a set of proposals based on the mapping data. The proposals usually relate to two issues : the need for new schools and non-formal centres and the improvement of the existing ones. These proposals are sent to a block level committee, which is the sanctioning authority.

The school mapping allows the ordinary, even non-literate villager to participate in a field survey and make proposals - a tremendous capacity-building exercise. Prompt follow-up to these proposals further builds up the confidence of the community.

| No	Symbol	Particulars
1	⊗	Primary School
2	✕	Upper Primary School
3	✳	Shishu Shiksha Kendra (Primary Level)
4	△	Middle School
5	⌂	Family
6	♂	Boys – going to school / – not going to school
7	♀	Girls – going to school / – not going to school
8	——	Unmetalled Road
9	- - - -	Footpath
10	▬▬	Metalled Road
11	⊪⊪⊪⊪	Railway Line

Chart 2.4: Average Gradewise Repetition Rates - National
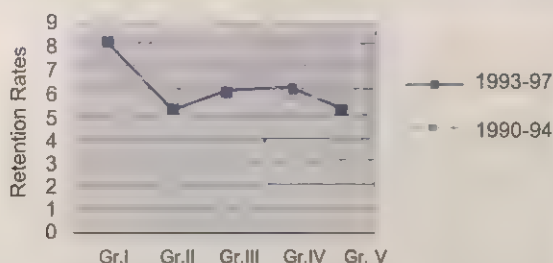
Bengal show a very low efficiency level, schools in certain others such as Kerala and Punjab seem to be functioning at higher levels of efficiency. Uttar Pradesh and West Bengal also show a high drop-out rate of 40.4 and 38.4 per cent respectively.

goals demands special focus on girls education.

The transition rates also point out that girls are at a disadvantage. Though the overall figures for drop-out do not show any

Chart 2.5: Transition Rates (1997-98) - National
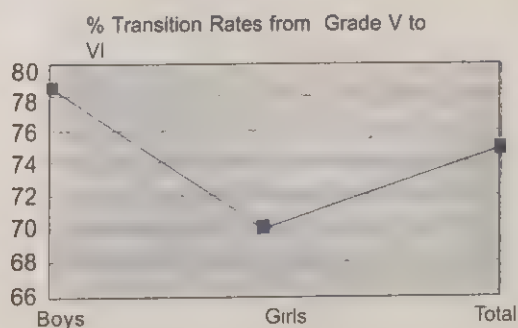
Interestingly there is not much difference between the drop-out figures or in terms of 'years input per graduate' for boys and girls in almost all the States. Exceptions again are Uttar Pradesh and West Bengal which show a fairly large difference between figures for boys and girls. Himachal Pradesh which has recorded a quick progress in recent years show a lower drop-out rate for girls in comparison to boys. This reinforces the well recognized fact that progress in EFA

significant gender difference, one finds a fairly large difference between boys and girls with regard to proportion of children moving from lower primary to upper primary classes.

The figures indicate that the more children are staying in the system for longer number of years. But the situation is still far from satisfactory. Following are some issues that need particular attention:

Table 2.7: Statewise Rates of Efficiency (1997-98)

State/UTs	Promotion Rate			Drop out Rate			Years Input per Graduate		
	Boys	Girls	Total	Boys	Girls	Total	Boys	Girls	Total
Andhra Pradesh	72.6	72.8	72.7	27.4	27.2	27.3	7.3	7.9	7.6
Arunachal Pradesh	61.6	61.6	61.6	23.4	23.3	23.4	8.2	8.4	8.3
Assam	63.1	62.5	62.8	23.6	24.7	24.1	5.8	8.2	6.7
Bihar	66.3	64.8	65.4	25.9	26	25.9	8.3	9.8	8.8
Goa	74.1	75.3	74.7	22.5	22.3	22.4	5.1	5.3	5.2
Gujarat	69.1	69.7	69.4	18.8	17.2	18.1	7.4	7.1	7.3
Haryana	70.5	73.5	71.9	22.1	19.1	20.7	6	6.3	6.1
Himachal Pradesh	60.7	67.2	63.8	28.1	22	25.2	6.8	5.6	6.2
Jammu & Kashmir	67.1	65.4	66.4	27	29.2	27.9	6.1	6.4	6.2
Karnataka	78.7	77.9	78.3	20.8	21.5	21.5	6.9	7.6	7.2
Kerala	74.8	75.5	75.2	18.5	19.7	19.1	4.7	4.8	4.7
Madhya Pradesh	72.7	73.7	73.1	19.3	18.1	18.8	5.5	6.2	5.8
Maharashtra	70.9	70.8	70.9	19.6	19.9	19.7	5.9	6.1	6
Manipur .	77.5	77	77.3	19.6	20.2	19.9	5.2	5.1	5.1
Meghalaya	60.7	61.3	61	30.6	30.9	30.7	8.9	9.8	9.3
Mizoram	63.2	63.2	63.2	25.9	26.6	26.2	6.2	6.4	6.3
Nagaland	71.4	69.5	70.5	23.4	25.9	24.6	8.4	8.6	8.5
Orissa	63	59.9	61.7	22.8	25.7	24	7.5	8.2	7.8
Punjab	71.1	73.8	72.4	19.3	18.1	18.7	5.4	5.6	5.5
Rajasthan	63.9	61.7	63	32.7	34.8	33.5	6.2	7.5	6.6
Sikkim	50.9	50.6	50.7	25.1	27.5	26.3	8.5	10	9.2
Tamil Nadu	70.6	71.9	71.2	19.3	18	18.7	6.2	6.1	6.2
Tripura	59	59.2	59.1	22	22.1	22.1	7.7	7.4	7.6
Uttar Pradesh	59.5	55.1	57.8	38.8	42.9	40.4	13.4	21.2	15.7
West Bengal	58.6	53.4	56.1	35.8	41.3	38.4	12.2	17.3	14.3
A&N Islands	73.1	73.1	73.1	21.8	22.7	22.2	5 1	5.5	5.3
Chandigarh	84.9	85.9	85.4	13.3	12.8	13.1	3.8	3.8	3.8
D&N Haveli	60.3	59.5	60	12.9	13.9	13.3	6	6.4	6.1
Daman & Diu	72.1	72.1	72.1	15.9	18.1	17	5.4	5.6	5.5
Delhi	80.3	78.2	79.3	14	14.2	14.1	4.5	3.8	4.1
Lakshadweep	65.3	68.3	66.7	17.2	19.1	18 1	6 1	5.4	5.8
Pondicherry	74.3	75.6	74.9	19 6	18.7	19.2	4.6	4 5	4 5
INDIA	**67.8**	**67.3**	**67.6**	**25.6**	**26**	**25.8**	**7.2**	**8**	**7.5**

- It is clear that only 7 out of 10 children enrolled in the school stay in the school system. This acquires a serious proportion when this is seen along with the fact that the net enrollment ratio is only 70 per cent.

- As in case of enrollment, there are wide disparities among different States in the efficiency with which the school system functions. One can identify certain States, which have remained chronically difficult.

- Again, the situation as it stands now shows that girls are at a disadvantage. However, a positive feature is that the reduction in drop-out has been faster in case of girls than for boys in the recent years. This is possibly due to the special attention paid to girls' education in the recent years in general and in all the EFA projects, in particular.

- There is an urgent need to improve the transition rates. This problem gets compounded when viewed in conjunction with problem of unenrolled children and the extent of drop-out in the lower primary classes. Here again education of girls needs special attention.

Tackling the Problem of Drop-out

The problem of dropping out of the school without attending the full cycle of primary education has been fully recognized by the planners and several measures have been initiated in this regard. Achievement made in this regard has to be seen against the fact that the drop-out rate was as high as 60 per cent in early eighties. Some of the important measures that are being implemented to address this issue have to be noted.

- It is well documented that poverty is one of the major reasons for children dropping out of school. Many of these children are likely to be engaged in productive work and the opportunity cost involved in attending the schools is substantial for the parents. In order to address this issue, all States have been implementing a number of incentive schemes such as free textbooks and uniform, and attendance scholarship for children from socio-economically deprived sections.

- It is recognized that educational development of the children cannot take place without adequate attention to their health and nutritional status. It is in view of this that the Government of Tamil Nadu initiated a programme of nutritious meal for all school going age children more than a decade ago. Following the significant impact the scheme made on the participation of children in the school, a national programme of mid-day meal is being implemented by the Government of India in all the States since 1995.

- Considering that girls continue to remain at a disadvantage, special attention is given to education of girls. Innovative efforts are being made to meet the socio-emotional and educational needs of the girls. It is noted that cultural factors also come in the way of higher participation of girls in schooling. Keeping this in view, State and Central Governments operate separate girls' schools wherever

Nutritional Support to Primary Education

The Programme of Nutritional Support to Primary Education, popularly known as the Mid-day Meal Scheme, was launched in August 1995 on a nationwide basis. The Programme intends to boost universalisation of primary education by increasing enrollment, retention and attendance and to improve the nutritional status of children in primary classes. The Programme covers all the children studying in Government, local body and Government aided schools. The number of beneficiaries covered is estimated to be more than 97 million studying in about 6,88,000 primary schools.

Year	No. of Children Covered (millions)	Quantity of Foodgrains Allocated (million metric tonnes)
1995-96	3.4	0.71
1996-97	5.8	1.59
1997-98	9.10	2.57
1998-99	9.75	2.71

necessary; special scholarships are provided to girls; in several States, education of girls is free at all levels, including university education. Also, teacher recruitment procedure in almost all the States envisages that at least fifty per cent positions are filled by women teachers.

◆ It is well known that many children who join schools in rural areas as first-generation learners come from poorer socio-economic background. Many among these tend to drop-out unable to adjust to the formal structure of the school functioning. Studies have shown that pre-school programmes can create greater readiness among such children and help them adjust to the primary school set up. It is in this context that special measures are being made to promote the *expansion of pre-school programmes* including the ICDS implemented by the Government and other programmes for early childhood education in the non-Government sector.

◆ Notwithstanding the efforts to reach out and provide schooling facilities for all, children from nomadic groups and special ethnic communities living in remote hilly and forest areas are unable to get primary education. Even those who get enrolled tend to drop-out. In order to meet the educational needs of such children, *special residential schools* known as *ashram* schools are established in all such areas. Though the effectiveness of such schools is not found to be uniform, it is proposed to improve their functioning and expand the network to cover more areas.

◆ Another problem faced by schools located in small remote habitations is that of teacher reluctance to work in such schools. It was found that due to irregularity of teaching in such schools many children tended to drop-out. To meet the requirement of such schools a novel experiment called *Shiksha Karmi* Project has been tried out in Rajasthan. With the success experienced during the initial years the project has expanded to cover a large number of habitations in the State. Since the problem is not unique to

Rajasthan, several other States are beginning to adopt this model on a fairly large scale.

◆ Studies have shown that though economic and social factors constitute major cause for dropping out of school, a sizeable number of children do not attend or even drop-out due to school related reasons. Major factors include a curriculum, which is not relevant to the life of the children and an uninteresting teaching-learning

(5) Enrolling All Children: Magnitude of the Task Ahead

Current enrollment in primary schools of the country adds up to more than 100 million. Considerable progress has been achieved in improving the participation level of children during last ten years. Several special measures have been implemented to bring all children to school and retain them for the full cycle of primary education. Yet, it is a reality that a large number of children have still remained out of school. Goal of

Shiksha Karmi – The Barefoot Teacher of Rajasthan

To overcome the problem of teacher absenteeism, the concept of 'barefoot teachers' was introduced by the *Shiksha Karmi* Project (SKP) which is being implemented in Rajasthan since 1987 with financial assistance from Swedish International Development Cooperation Agency. The idea was to substitute the absentee primary school teacher by a 'local educational worker'. The project aims at universalisation and qualitative improvement of primary education in remote and socio-economically backward villages in Rajasthan, with primary attention being given to girls. The project works on the following assumptions:

◆ that a 'barefoot teacher' belonging to a local community can work effectively to reach every child in the locality;

◆ that if a person is willing to work as a social worker, the lack of formal training requirement can be made up by intensive in- service education and training; and

◆ that education must have community support and local ownership in order to meet the needs of the deprived sections of the rural areas.

process, which gives undue emphasis to rote learning and memorization of facts. In order to overcome this problem, *improvement in teaching learning material and pedagogic practices* have received very high priority in DPEP as well as all other ongoing EFA projects.

EFA is to bring all such children into the fold of primary education. What is the magnitude of the task involved for enrolling all children in primary schools, if one were to achieve the goals of EFA by 2000? Estimates of net additional enrollment required by the year 2000 to achieve the goal of universal primary education are given in Table 2.8.

As per the estimates presented above, in 1997, 35.06 million children of age group 6-11 years were out of school. This number would, as per estimates, swell to 39.25 million. Therefore net additional enrollment of this order will be required in order to achieve the goal of EFA. The data clearly show how varied the requirement is among different States. One can also observe that the bulk of the children to be enrolled are in a few educationally backward States.

Of the additional net enrollment of 39.25 million, a large portion consisting of 30.45 million children are estimated to be in eight States, viz., Andhra Pradesh, Bihar, Gujarat, Maharashtra, Madhya Pradesh, Orissa, Uttar Pradesh and West Bengal. The net additional enrollment required in these eight States is 77.58 per cent of the total net additional enrollment estimated. Even among these eight States, five States, namely, Andhra Pradesh, Bihar, Maharashtra, Uttar Pradesh and West Bengal account for 67.86 per cent of the total net additional enrollment required.

(6) Non-Formal Education: Meeting the Needs of Out-of-School Children

As already mentioned, despite considerable expansion of schooling facilities, a large segment of children from marginalised groups continue to be deprived of primary education. Recognizing the need for providing alternate means of reaching primary education to such children a progamme of non-formal education (NFE) was launched by the Government nearly two decades ago. The NFE programme caters to learning needs of children in the age group, 6-14 years who remain outside the formal system of education for variety of reasons. These include drop-outs of the formal schools, children from habitations without schools, children who assist in performing domestic chores like fetching fuel, fodder, water, attending to siblings, grazing cattle, etc. and girls who are unable to attend formal schools. The programme has been revised and strengthened during the 1990s. Though the original scheme was meant only for ten educationally backward states, it has been extended to cover urban slums, hilly, tribal and desert areas and projects for working children in other States also.

Main Features of NFE

The NFE programme is characterised by flexible features that facilitate spread of basic education among traditionally disadvantaged sections of population. Some of the important features are:

◆ Condensed course of about two years' duration for lower primary and three years for upper primary level

◆ Part-time instruction at a time and place convenient to learners in small groups

◆ Village community provides the space and other facilities for running the NFE centre

◆ Part-time honorary instructor/ supervisor locally recruited and trained

◆ Emphasis on flexibility and decentralization of management

◆ Use of curriculum and teaching-learning material comparable to the

Table 2.8: Additional Enrollment Required for Universal Primary Education

States/UTs	Enrollment 1997 (Provisional)	Net Additional Enrollment Required
Andhra Pradesh	8370079	2443450
Arunachal Pradesh	149719	59867
Assam	3816603	23242
Bihar	10266989	2949604
Goa	125717	72162
Gujarat	6003862	1131525
Haryana	2096106	802759
Himachal Pradesh	694412	301625
Jammu & Kashmir	893005	697778
Karnataka	6912100	473602
Kerala	2749535	926634
Madhya Pradesh	10161269	1334582
Maharashtra	11879899	2129491
Manipur	251651	112553
Meghalaya	302518	234882
Mizoram	134091	32205
Nagaland	203689	117971
Orissa	3945000	1349312
Punjab	2121310	951003
Rajasthan	6860625	2494302
Sikkim	84986	34057
Tamil Nadu	6814039	658210
Tripura	440886	116857
Uttar Pradesh	13707742	13811685
West Bengal	8907736	5300365
A&N Islands	39967	20887
Chandigarh	65978	45947
D&N Haveli	25003	5404
Daman & Diu	14868	4419
Delhi	1261359	576248
Lakshadweep	8362	2630
Pondicherry	103798	34700
India	109412903	39249957

Source : i. Selected Statistics, 1997-98, MHRD
ii. Sixth All India Educational Survey, NCERT, 1997
iii. Experts Committee, Planning Commission (Cited in EFA Indicators, 1999)

formal system and relevant to local environment and learners' needs

◆ Testing and certification of NFE students enable their entry into formal system

Progress in NFE during 1990s

Since its inception two decades ago, the NFE programme has consistently grown in size and coverage. In particular, significant expansion of the programme took place during 1990s in terms of number of NFE centres and the number of children enrolled in them. By 1997, there were 2,79,000 NFE centres covering about 7 million children in twenty one States. Of these, 2,40,747 are being run by State Governments and 37,808 by 544 NGOs/Voluntary Agencies. Five States, viz., Uttar Pradesh, Bihar, Andhra Pradesh, Madhya Pradesh and Orissa account for 81 per cent of NFE centres. The spread of NFE programme is moderate in Rajasthan and Assam. Coverage is very limited in Jammu and Kashmir, and North Eastern States; the programme started in Arunachal Pradesh during 1990s. Following are some major points to be noted with regard to progress during the current decade:

◆ Number of NFE centres increased by 42,000 and enrollment capacity increased by one million learners

◆ Number of centres exclusively for girls increased by 39,000 resulting in additional enrollment capacity of 975,000 girls

◆ Number of NGOs participating in the programme increased by 277 and the number of centres run by them increased by 15,000

◆ The annual expenditure on implementation of the scheme increased by about three times

Expanding Partnership with NGOs

A unique feature of the NFE programme is its emphasis on implementation through local and national NGOs/Voluntary Agencies. Government of India has been giving liberal grants to support such activities by NGOs. Participation of voluntary agencies in NFE has increased phenomenally during 1990s. While there were 7,310 NFE centres run by voluntary agencies in 1993, their number swelled to 37,808 in 1996 and to 58,788 in 1999. Besides running NFE centres, these NGOs have been implementing 41 experimental and innovative programmes for promoting elementary education. The number of NGOs participating in NFE has been increasing during 1990s, as shown by the data presented Table 2.9.

Strengthening the Non-Formal Education Programme

◆ Over the years, the NFE scheme has given rise to a number of innovative experiments by NGOs as well as other implementing agencies. Almost all the major EFA projects have evolved different approaches and institutional arrangements for reaching primary education to the disadvantaged within the broad framework of NFE. Some of these are the 'Sahaj Siksha programme' under Lok Jumbish in Rajasthan and the Alternate School

Programme under DPEP in Madhya Pradesh. This aspect of the scope provided by NFE for promoting pluralism and variety in design and delivery of primary education needs further attention from policy makers and planners.

◆ During 1990s, two features of the NFE programme were stressed. These were importance of making necessary investments in qualitative improvement of NFE, and reiteration that the

school. However, findings of evaluation of the scheme do not lend support to this assumption. The revised programme of NFE has to aim at delivering "literacy, numeracy and awareness" to those out-of-school children who can not be brought to the formal education system and not cost saving. This approach places a greater challenge on the Government for raising adequate resources for the NFE programme.

Table 2.9: NGOs/Voluntary Agencies Participating in NFE

Year	Number of NGOs Implementing NFE	Number of NFE Centres Run by NGOs
1992-93	363	-
1993-94	410	7310
1994-95	440	-
1995-96	544	-
1996-97	590	37,808
1997-98	741	-
1998-99	816	58,788

advantages of NFE lay in its flexibility and adaptability to the needs of disadvantaged children. Evaluation of the NFE programme has also made several useful suggestions for streamlining the organisation of the NFE scheme, improving infra-structure, qualitative improvement in various inputs and their monitoring with a view to increasing the internal efficiency of the NFE system and enhancing its effectiveness. These factors have to be further strengthened during the years to come.

◆ It is commonly expressed that NFE is a low cost alternative to formal primary

◆ Despite numerous difficulties encountered and challenges faced, it cannot be denied that NFE has provided access to primary education for millions of children in remote and inaccessible rural areas and urban slums, specially girls and the disadvantaged sections of the society. In that sense the contribution of NFE in EFA is substantial and significant. Though contribution of NFE – about 3.5 per cent of total enrollment at primary stage and reduction of over one per cent in overall drop-out rate, is quite small when seen in numerical terms, its significance lies in providing an

instrumentality for providing institutionalised framework for reaching primary education to socio-economically disadvantaged children and unreached areas. This should not be lost sight of in assessing the efficiency and effectiveness of the programme.

(7) Education of Working Children

A problem closely related to universalisation of elementary education is that of child labour. According to 1991 census, there are 11.28 million child workers (6.18 million boys and 5.10 million girls) in the age group 5-14. About 91 per cent of these children are concentrated in the rural areas. Of the 11.28 million working children, 9.08 millions are classified as *main* workers and another 2.2 million are classified as *marginal* workers. Besides, nearly 7 million children are enumerated as involved in house-hold duties. It may be noted here that 6.2 millions (88 per cent) of these are girls. Household duties could mean anything from assisting in the family farm or any other family occupation besides taking care of household chores like cooking, taking care of children, fetching water, fuel and so on. Thus, if a comprehensive definition of *work* is taken, the total incidence of child workers is quite substantial and merit serious attention when progress towards EFA is being assessed.

Action Plan for Dealing with the Problem

India has all along followed a proactive policy in the matter of tackling the problem of child labour. The Indian Constitution requires the State to protect children against being forced by economic necessity to enter vocations unsuited to their age and strength. However, it should be recognized that the problem of working children and their education can not be treated only as a responsibility of the Labour or Education Department. It is a multi-sectoral problem having a direct interface with several other areas of social and economic policy making. Keeping these factors in view and in pursuance of the constitutional mandate, the Government adopted the National Policy on Child Labour in 1987. The Policy which forms the framework of action with respect to the problem of child labour comprise a legislative action plan, focussing on general development programmes for benefiting children wherever possible and project-based action plans in areas of high concentration of child labour engaged in wage/quasi-wage employment. These action plans together with the recommendations of the National Policy on Education – 1986 form the basis for initiating programmes for education of the working children.

Major Action Initiated in Recent Years

Following the National Policy on Child Labour and the National Policy on Education, several new initiatives have been taken for reaching basic education to the working children. From several angles, the intensity of action both through media campaigns and innovative educational programmes has been at a high pitch. There is no doubt that this has been considerably influenced by the intense debates and consultations that have taken place at the international level in the last couple of

decades including the adoption of the Convention of Child Rights to which India is a signatory. Some of the important initiatives during the 1990s need mention.

◆ Twelve National Child Labour Projects have been initiated in areas of high concentration of child labour. These include Andhra Pradesh (Jaggampet and Markapur), Bihar (Garwah), Madhya Pradesh (Mandsaur), Maharashtra (Thane), Orissa (Sambalpur), Rajasthan (Jaipur), Tamil Nadu (Sivakasi), and Uttar Pradesh (Varanasi-Mirzapur-Bhadohi, Moradabad, Aligarh and Ferozabad). A major activity undertaken under the NCLP is the establishment of special schools to provide non-formal education, vocational training, supplementary nutrition, stipend and health care to children withdrawn from employment.

◆ In all, 85 child labour projects have been sanctioned in child labour endemic States covering about 1,30,000 children. The Government has approved continuation of the project and increase in the number of Projects to 100.

◆ Recognizing the problems of implementation involved and the need for inter-ministerial coordination, a Central Monitoring Committee has been set up under the Chairmanship of Secretary, Ministry of Labour. The Committee which has representatives of child labour endemic States and other concerned national ministries is vested with the responsibility for overall supervision, monitoring and evaluation of the projects.

◆ Under the Grants-in-Aid scheme of the Ministry of Labour, NGOs are being financially assisted to the extent of 75 per cent of the Project cost for taking up welfare projects for working children where they are provided with non-formal education, supplementary nutrition, health care and vocational/skill training. During 1998-99, 83 NGOs participated in the programme involving a grant of more than Rs. 9 million. In addition, the Ministry of Human Resource Development also provides financial assistance to NGOs involved in education of the working children. In fact, 1990s have seen the emergence of several innovative programmes in the non-Government sector for dealing with the problem of providing basic education to working children.

◆ Within the education sector, all the major EFA projects have specific components to meet the education needs of the working children. Special attention is paid to the needs of the girl child who is deprived of schooling due to involvement in domestic work and is often not counted as a working child. Special NFE and alternate schooling programmes, including adolescent girl camps, have been designed to meet this requirement.

(8) Towards Quality Improvement in Basic Education

Redefinition of universalisation of

elementary education in the National Policy on Education – 1986 as consisting not only of enrollment and attendance but also of learner achievement brought focus on quality of primary education in a significant manner. The emphasis laid on achievement indicators by the Jomtien Declaration gave further impetus to this and brought quality concerns and improvement in learner achievement to the centre stage of policy making and planning for basic education in the country.

The Strategy

Quality improvement is a complex question, unlike improvement in infrastructure, appointment of teachers or even of equipping schools with better academic facilities. It is not that there were no quality improvement measures in primary education in the past. However, learning from the past efforts, it is realised that there is no single factor solution for the problem. With this in view, the Government has pursued a five-fold strategy following the recommendations of the NPE consisting of (a) Improvement in provision of infrastructure and human resources for primary education; (b) Provision of improved curriculum and teaching-learning material; (c) Improving the quality of teaching-learning

M.Venkatarangaiyya Foundation (MVF) of Andhra Pradesh

MVF is now well-known for the pioneering work done in provision of basic education to working children. The MVF believes that formal education, specially in the formative years of 6-14 years has an intrinsic value that can not be provided by other means. Therefore, to provide basic education, MVF emphasises the strengthening of Government schools rather than creating alternative avenues through NFE. The approach adopted by MVF consists of :

◆ convincing parents and children about the need for basic education through advocacy measures;
◆ developing confidence in children that they too can join their peers and study in regular formal schools;
◆ taking the children away from their homes and away from their work place; and
◆ bridging the gap between these children and the school-going children in terms of academic abilities through bridge course/summer camp on full time basis.

The M.V. Foundation programme which began with three villages of Andhra Pradesh in 1990 has now expanded to 500 villages in 1999, covering ten *mandals* of Ranga Reddy district and six *mandals* in other districts. More than 80,000 children in 500 villages have benefited from the M.V. Foundation programme which begins with withdrawing children from work and finally enrolling them in Government schools. About 85 villages have been made child labour free and in more than 400 villages all children below the age of 11 years are in formal regular schools. As a result of implementation of M V Foundation programme, attitudinal changes in community members, parents, employers and teachers have been perceived which is clearly reflected in community support to the programme and also sacrifices by individuals to ensure that their children receive education. Also, noticed are changes in viewing the institution of girl's marriage and other social and cultural practices. The programme has emerged not only as a programme of basic education but also an endeavour towards social change

process through the introduction of child-centred pedagogy; (d) Attention to teacher capacity building; and (e) Increased focus on specification and measurement of learner achievement levels.

Progress Made in the Area of Quality Improvement

It is recognized that quality improvement in education cannot be carried out on a turn-key basis in a prespecified time-frame. Persisting with efforts to move ahead on all fronts mentioned in the strategy above is seen as the most important factor. Keeping this in view a number of programmes and schemes have been initiated by the Central as well as State Governments. Also, quality improvement component has been given high priority in all the EFA projects such as DPEP and Lok Jumbish.

Providing Basic Infrastructure and Human Resources

In the traditional framework for providing classrooms and teachers, number of students has been the main determining factor. Under this framework, small schools located in remote areas and invariably serving marginalised groups suffer from serious inadequacies. Breaking away from this framework, following the recommendations of the NPE, a national programme called 'Operation Blackboard' was launched around 1990 to equip every school with certain basic infrastructure and human resources. As a part of this programme, every school was to have a minimum of two teachers and two classrooms and certain other basic teaching-learning and other school equipment. Government of India has spent on an average about Rs. 400 million per year during the last ten years on this Scheme. More than 1,82,000 classrooms have been built and 1,49,000 additional teachers appointed. Besides, 42,000 posts of teachers have been sanctioned to add a third teacher to primary schools with more than 100 enrollment. A standard set of school equipment has also been supplied to all primary schools.

It should be noted that, this is in addition to the teacher augmentation and construction of school building done by State Governments through various State level

School Related Construction in DPEP Phase-I States

	Planned (1994-97)	Completed (Dec.1997)	In Progress (Dec. 1997)
New School Buildings	5156	2709	2027
Additional classrooms	6603	3680	2623
Toilets	6716	5260	868
Drinking Water	3493	1968	921
Repairs	4265	2835	310

schemes. Further, the EFA projects have also given considerable importance to improvement in infra-structure including repair and maintenance of school buildings. An important dimension of this whole exercise is the element of community involvement. In most cases, under DPEP as well as *Lok Jumbish*, emphasis is laid on the role played by community members through village education committees or special school building construction committees. For instance, more than 5,000 new school buildings are to be constructed in the seven DPEP (Phase I) States.

With the expansion of educational facilities, the number of teachers has also increased over the years. The policy of the Government is to provide two teachers to every Primary School initially and ultimately the endeavour is to provide one teacher for every class or section in Primary Schools. In the Upper Primary Schools the teachers are provided on the basis of subject teaching and teaching workload. Table 2.10 gives the

growth in the number of teachers over the last few years in the Primary and Upper Primary Schools.

The number of teachers in Primary Schools has increased more than three times while the number of female teachers has increased by more than seven times from 89,164 in 1951 to 6,42,671 during 1997. In case of Upper Primary Schools, the number of total teachers has increased from 90,532 to 12,11,803 i.e. by more than thirteen times. This increase in the case of female teachers is more than thirty one times. Annual average growth rate in case of primary school teachers has been 2.57 per cent during 1951-1997 while this rate in case of upper primary school teachers has been 5.67 per cent annually. The percentage of trained teachers in primary schools has increased from 61 per cent in 1951 to 87 per cent in 1997-98 while in upper primary schools it has increased from 53 per cent to 88 per cent during the same period. The share of female teachers has also

Table 2.10 Increase in Number of Teachers from 1990 to 1997

	Number of Teachers in					
	Primary Schools			**Upper Primary Schools**		
Year	**Total**	**% of Trained Teachers**	**% of Female Teachers**	**Total**	**% of Trained Teachers**	**% of Female Teachers**
1990-91	1616020	85.25	29.24	1072911	88.02	33.24
1991-92	1643701	85.31	29.92	1079034	88.24	33.82
1992-93	1651416	83.54	31.14	1085301	87.32	34.63
1996-97*	1789733	88.00	32.68	1195845	88.00	35.77
1997-98*	**1871542**	**87.00**	**34.34**	**1211803**	**88.00**	**36.08**

* *Provisional*

Chart 2.6: Pupil-Teacher Ratio in Schools by Type
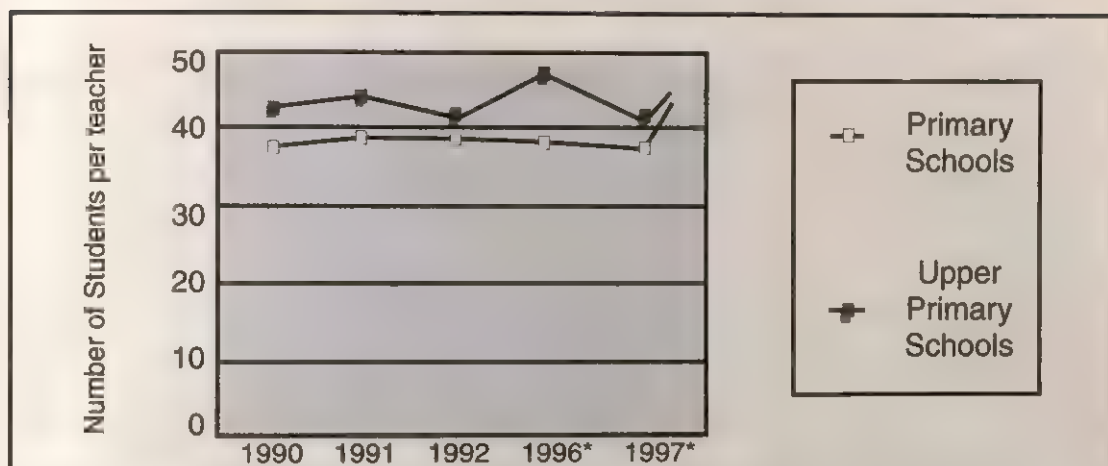
* Provisional

considerably increased from 17.19 per cent in 1951 to 34.34 per cent in 1997-98 and in case of upper primary schools, it has increased from 15.76 per cent in 1951 to 36.08 per cent in 1997.

From the trend shown in Chart 2.6, one can conclude that the teacher-pupil ratio has remained stable during the period from 1990 to 1997. One may consider that the number of pupils per teacher is somewhat on the higher side at the primary stage. But this has to be viewed in the context of significant efforts made to mobilize the community and increase the enrollment and participation of children in primary schools. In fact, a more important question to be looked into is the wide variation in the teacher-pupil ratio across different States of the country as given in Table 2.11.

Renewal of Curriculum and Teaching-Learning Material

Curriculum prescription and textbook preparation for schools is essentially a subject handled by State Governments within a national curricular framework prepared by the NCERT. The State level authorities decide on the specific curricular inputs and teaching-learning material to be followed in all the State supported schools. The last ten years have witnessed a variety of activities in the area of curriculum and teaching-learning material preparation in all the States. The purpose of the exercise has been mainly to make the material more relevant, interesting and child friendly. The specification of Minimum Levels of Learning in early nineties at the national level also prompted the States to take up the task of curriculum and textbook revision. A series of activities in all the States with EFA projects as well as others were set in motion. The exercise has been guided by the following principles:

♦ Facilitate a two-way interaction between teacher and child to promote learning

♦ Promote self and peer group learning

Table 2.11: State-wise Enrollment and Teachers in Primary Schools(1997-98)

States/ UTs	Total Enrollment	Total Teachers	Teacher Pupil Ratio	% of Trained Teachers	%of Female Teachers
Andhra Pradesh	8370079	154194	54	95.4	33.23
Arunachal Pradesh	149719	4295	35	50.3	28.59
Assam	3816603	82091	46	47.5	24.97
Bihar	10266989	130822	78	90.4	19.48
Goa	125717	4445	28	92.6	67.33
Gujarat	6003862	99543	60	96.5	46.97
Haryana	2096106	48905	43	96.5	51.73
Himachal Pradesh	694412	23985	29	88.0	38.58
J&K	893005	30286	29	63.5	37.20
Karnataka	6912100	95495	72	100.0	47.25
Kerala	2749535	74784	37	97.4	69.57
Madhya Pradesh	10161269	227154	45	67.8	27.36
Maharashtra	11879899	221475	54	95.6	50.31
Manipur	251651	11735	21	34.8	34.78
Meghalaya	302518	10550	29	42.5	45.43
Mizoram	134091	5210	26	67.6	47.43
Nagaland	203689	9376	22	50.8	39.29
Orissa	3945000	112876	35	98.9	25.87
Punjab	2121310	57011	37	98.6	60.96
Rajasthan	6860625	134061	51	97.6	28.79
Sikkim	84986	5092	17	46.4	45.46
Tamil Nadu	6814039	155349	44	99.8	44.08
Tripura	440886	20653	21	33.1	21.04
Uttar Pradesh	13707742	318769	43	97.3	24.97
West Bengal	8907736	181710	49	67.2	24.84
A&N Islands	39967	1969	20	97.7	47.74
Chandigarh	65978	1773	37	100.0	96.39
D&N Haveli	25003	483	52	98.1	34.16
Daman & Diu	14868	424	35	97.6	57.08
Delhi	1261359	37532	34	100.0	62.42
Lakshadweep	8362	284	29	100.0	42.25
Pondicherry	103798	3408	30	97.0	58.60
ALL INDIA	109412903	2265739	48	87.7	35.79
RURAL	81709398	1689980	48	87.7	35.79
URBAN	27703505	575759	48	87.7	35.79

Source: Selected Educational Statistics 1997-98, MHRD

- Be child-centred and activity based

- Be bias-free in terms of gender, ethnic, social and cultural considerations

- Be attractive and interesting to children
- Be related to children's context of learning and living

- Avoid information over-burden.

Three factors have characterised the process of material development. First, a participatory approach has been the high point of textbook development processes involving teachers, field personnel and experts from SCERTs. Secondly, people involved in textbook development have been periodically exposed to 'good practices' of other States and also NGOs. For instance, an attempt was made in Madhya Pradesh to conceive and produce jointly by the SCERT and *Ekalavya*, which has been well recognized for its long experience in producing innovative teaching-learning material. Thirdly, in most States, field trialling of textbooks and other material have been undertaken to identify gaps that could be corrected before large-scale introduction took place.

Improving Quality of Teaching-Learning Processes

In the final analysis, quality of education depends on the nature of teaching- learning process. In fact, studies have also brought out that non-attendance of children in schooling and subsequent dropping out from school for many of them is determined by the nature of the teaching-learning process. It is in this context that a number of activities to improve the quality of classroom interaction and making it child centred and joyful have been initiated during the last several years.

The main thrust in the area of action is to help teachers make the classroom processes more contextualised to the local conditions characterizing the school and the community. It is recognized that many schools have to continue working under minimal infrastructure and without adequate learner support material. In spite of additional teachers being appointed in many project schools, majority of the schools in the country – around 80 to 85 per cent, adopt multi-grade teaching. This perhaps, is inevitable with more schools in smaller habitations being opened. Adapting to such conditions and making the teaching-learning process still effective is a big challenge faced by a primary school teacher. This has been the main focus of all the EFA initiatives in the country.

A major project initiative called "*Shikshak Samakhya*" (Teacher Empowerment) was initiated in early 1990s in Madhya Pradesh with UNICEF support, which emphasized teacher creativity and autonomy for classroom organization and teaching with a view to making learning a joyful experience for the children. The experiment has influenced the pedagogic renewal process in many other States, viz., *Ananddayi Shikshan* in Maharashtra and *Guru Mitra Yojana* in Rajasthan. Similarly, following the model evolved by the Rishi Valley Education Trust in Andhra Pradesh, a small effort for resetting the teaching learning process in a block in Mysore district. After extensive trialling and adaptation to local conditions, the DPEP in Karnataka is attempting to

The HD Kote Project: Joyful Learning in a Multi-Grade Context

Teachers have to be equipped to deal with multi-grade teaching, as even in the foreseeable future the multi-grade situation will continue to be the norm rather than the exception. Training programmes to deal with multi-grade situations have hitherto concentrated on how the teacher should divide her time among children of different grades, without sufficient thought being given to how optimum use can be made of the time available to the child for learning activities. This is not the real spirit of multi-grade teaching, which brings children of different grades and abilities together in one class room. The HD Kote project reflects what is possible in a multi-grade situation. The project which drew inspiration from the experiment conducted by the Rishi Valley Education Trust, Madanapalli, Andhra Pradesh has been in operation with UNICEF support since 1995 in 270 schools of HD Kote block in Mysore district. Two major strategies developed are:

◆ **improved classroom interaction** through a graded curriculum which sets learning tasks along a continuum, replacing textbooks with activity based material to make learning individualized, child centred and interactive and bridging attainment gaps so that all children achieve predetermined levels of learning.

◆ **improved teacher commitment and involvement** through development of all teaching and learning material through teacher participation, enhancing the creativity and competence of teachers by giving them a say in material production and development of monitoring and evaluation tools to ensure accountability.

The major strengths of the programme are:

◆ There is a sense of ownership of the programme by teachers as they have been participants at all stages.

◆ All actors, especially inspectors, AEOs and BEOs understand and identify with the methodology.

◆ Cluster resource persons are very carefully selected and provided constant support and guidance.

◆ The methodology is based on sound principles of learning and is appropriate to multi-grade situations.

The programme has resulted in significant improvements in enrollment, increase in retention rates and appreciable increases in learning achievement. The experiment is being upscaled to cover six additional blocks of Mysore district with DPEP assistance in 1998.

(Source: <u>Human Development in Karnataka</u>, Government of Karnataka, 1999)

extend the initiative to other districts in the State. In fact, this process of effective dissemination of experiences from across State boundaries and their meaningful adaptation in larger areas is an important feature of the efforts for pedagogic renewal process under the EFA projects of 1990s.

Teacher Capacity Building: Moving Towards a Decentralized Support System

Whenever questions of quality are raised, all fingers invariably point towards the teachers, their capacity and motivation.

While this is natural, what kind of academic support do primary school teachers get on a continuous basis? Placed as they are working in difficult circumstances it is perhaps impractical to expect high levels of performance from all the teachers without external support and monitoring. It is with this in view, the National Policy on Education recommended decentralizing the technical and academic support mechanism by establishing a District Institute of Education and Training (DIET) in each district exclusively to cater to the development needs of elementary education of the particular district. The country has moved ahead considerably in this process of decentralization of academic support to teachers.

Establishing a Three-tier Mechanism in Each District: Before 1987, the main source for academic support and training for teachers in the elementary schools was the State Council of Educational Research and Training in each State. This was proving to be woefully inadequate to meet the capacity building needs in most of the States. The establishment of a DIET in each district following the NPE-1986 was therefore a major step in taking the support system nearer to the field. During the last ten years more than 400 such district level institutions have been established. This process of decentralization has been further extended under the externally aided EFA projects through the establishment of Block Resource Centres (BRCs) and Cluster Resource Centres (CRCs). The main function of these sub-district level institutions is capacity building among teachers. Recent reviews of DPEP report the creation of 414 BRCs and 5,224 CRCs across different States of the country.

Collaboration with NGOs: Another important feature of the inservice teacher training programmes in the recent years has been the partnership between Government bodies and NGOs with field experience in teacher training. For instance, *Lok Jumbish* has been working very closely with *Sandhan, Allaripu and Digantar* and several other NGOs in their programmes for teacher capacity building as well as for training of other field level personnel working for quality improvement in school functioning. The *Rajiv Gandhi Shiksha Mission* which implements DPEP in Madhya Pradesh has been taking the help of *Ekalavya.* Attempts are being made in other States also to work in collaboration with NGOs for teacher training and other related activities.

Distance Education for Teacher Capacity Building: It is realised that even with the establishment of an extensive institutional network, continuous upgradation of knowledge and skills cannot be done effectively in view of the perpetually expanding system of schools and teachers. With this in view, a major move has been made in the 1990s to use modern technology and distance education mechanisms to reach out to the school teachers on a continuous basis. Two programmes in this regard need to be mentioned. One is the expanding programme of reaching out to teachers and teacher educators through satellite based tele-conferencing network. The second is the fairly large sized Distance Education Project within the framework of the DPEP. Both the programmes are operated in a

Minimum Levels of Learning

The National Policy on Education, 1986, brought to the forefront the need for focusing not only on quantitative aspects but also on quality in terms of achievement levels. Towards this end, a committee constituted by the Ministry of Human Resource Development specified the basic competencies to be achieved by all children at the primary stage in the form of Minimum levels of Learning (MLLs) in selected subjects such as Language, Mathematics and Environmental Studies across the country Currently, twelve states are implementing the programme through the institutional mechanism of around 200 DIETs and the programme is being up-scaled. Under this scheme, financial assistance is being provided to the State Governments for a wide range of activities such as preparation of competency based textbooks, training of teachers, preparation of teaching-learning materials, orientation of education personnel and conducting benchmark surveys.

The programme aims to lay down learning outcomes expected from basic education at a realistic, relevant and functional level, prescribes the adoption of measures that would ensure that all children who complete a stage of schooling achieve these outcomes. The endeavour is to monitor learning achievement, to direct greater resources where levels of learning are lower, and to consciously accelerate the pace of development in the needy areas, thereby reducing disparities, equalising standards and determining inputs for quality improvement and enhanced efficiency of the system.

collaborative fashion involving various organizations such as IGNOU, NCERT, SAC and several other National and State level organizations. In fact, one can see that distance education is gradually emerging as an effective means of providing academic and technical support to school teachers on a continuous basis.

Increased Focus on Learner Achievement: The 1990s have also witnessed a high level of importance and attention given to assessment of learner achievement. The first prompting for this came from the special emphasis given to learner achievement in the NPE. However the main thrust for activity in this regard came from the specification of Minimum Levels of Learning at the national level through an expert body set up by the Government of India. Following this, most of the State Governments with the help of NCERT and SCERTs not only revised their curriculum and textbooks but

also initiated programme for measuring learner achievement on a regular basis. The Government of India supported sixteen large scale projects to study and streamline this process and work out the processes needed for achieving competencies by all children.

A second set of efforts in this direction emerged with the launching of EFA projects which carried out baseline studies to assess the achievement of learners in various classes of the primary school. Some of the projects have even set targets for raising the learner achievement levels in a phased manner. For instance, DPEP has set the target of raising achievement levels by 25per cent during the project period. Towards monitoring the programmes to raise the achievement levels, periodic surveys have been carried out both in DPEP and *Lok Jumbish*. Have these efforts helped in increasing the levels of learner achievement? It is difficult to respond

categorically to this. First of all, there is no all India survey done to determine the current levels of achievement. Further, since the programme content as well as context of schooling is quite different in each state, it will be difficult to generalize on the progress made in this regard. Finally, though the initial results show positive change in the learning levels of children different project schools, both under *Lok Jumbish* and DPEP, one cannot expect any dramatic upswing in the learner performance in the short term. Performance of learners does not depend only on inputs provided in the school. They are also influenced by many other socio-economic contextual factors, which do not fall within the purview of education development projects. Also, it may be counter-productive to anchor all quality improvement efforts only to improvement in performance of learners in achievement tests in selected subject areas. They have to be coupled with focus on learner growth and development in other areas which are not necessarily performance based and measurable.

(9) Literacy and Adult Education

Of all the countries of the world, it is India, which has the biggest literacy problem.

Students Achievement under DPEP : An Appraisal

In order to assess the level of success in realising the DPEP objectives after lapse of three years, a Mid-term Learning Assessment Survey (MAS) covering all the 42 districts of Phase I States was conducted by the NCERT in 1997. The study has shown that the average performance of students in Class I in 25 districts in language and in 24 districts in mathematics has crossed 60 per cent level. Except two districts in language and four in mathematics in the State of Madhya Pradesh, all other districts have crossed 50 per cent level of achievement in both the subjects in Class I. While student performance in classes III-IV has touched 60 per cent marks in some of the districts, in some others it has stood below 40 per cent mark.

A comparative analysis of Class I students' achievement on Baseline Assessment Survey (BAS) tests conducted in 1994 with that of the same set of tests readministered in 1997 under MAS has shown positive trends in 28 out of 42 districts in language with 19 districts showing statistically significant improvement. In mathematics 33 out of 42 districts have shown significant improvement. The hike in achievement in language and mathematics varies widely ranging from 1 per cent to 44 per cent for Class I. Similar analysis of Classes III-IV students' achievement on BAS tests in 1994 vs 1997 shows positive trends in 31 out of 42 districts in language with 27 showing significant improvement, and in 29 out of 42 in mathematics with 23 showing significant improvement. The hike in achievement in these classes varies from 10-25 per cent..

The goal of reducing the differences between gender groups to less than 5 per cent has been realised in almost all the districts across the classes in both the subjects. The results, however, are not so encouraging in regard to social groups.

(Source: Annual Report, MHRD, 1998-99)

About one third of the world's non-literate people reside in our country. At the last decennial census held in 1991, the most startling fact to emerge was that about 200 million adults in our country were non-literate. India's tryst with nation building began with the severe handicap of extremely low levels of literacy at the time of Independence. The neglect of education during colonial times combined with social distortions had made the quest for learning a rather difficult and daunting task especially for those belonging to underprivileged social groups.

The rationale for the establishment of the National Literacy Mission (NLM) lay in the realisation that the process of nation building would never be complete without giving literacy a major thrust. It was on this account that the NLM was launched in the Mission mode with a clear time frame to achieve the objective of making 100 million in 15-35 age group literate by 1999. The success of the *Ernakulam* model (a district in the State of Kerala), which based itself on a spirit of voluntarism and complete mobilisation of civil society, became the organising principle of the Total Literacy Campaigns.

The Coverage and Components of the Literacy Campaigns

Over the last decade, literacy campaigns have reached more than 90 per cent of India's villages and population. The district is the unit of implementation and coverage of all the blocks in a district is taken up in campaign mode with people's participation. Over the last five years, the campaign has been expanded to remote corners of the country including the educationally backward States of Bihar, Madhya Pradesh, Uttar Pradesh and Rajasthan. The spirit of voluntarism has been remarkable in the literacy campaigns. Even, inaccessible districts such as Dumka in Bihar and Banswara in Rajasthan, with very low female literacy levels in 1991, have generated significant social mobilisation campaigns and have unleashed unprecedented enthusiasm across the country. Nearly 50 per cent of the districts of this country are in the Post Literacy Phase and a number of them have already started their Continuing Education Centres.

Monitoring and Evaluation of Campaigns

With the expansion of the literacy programme, need for an effective and periodic monitoring and evaluation system was felt. The NLM meets the challenge of monitoring by periodically providing for external visits to campaign districts and by generating performance reports in a simplified format. In order to further streamline the monitoring mechanism, monthly monitoring meetings are held at the State level involving all the district literacy societies. The focus of discussion in these meetings is not merely on obtaining up-to-date statistical information but also on assessing the qualitative aspects such as problems encountered in accelerating the pace of literacy campaigns planning future course of action.

Both concurrent and external evaluations are conducted in all the districts and achievements under the literacy campaigns are assessed through sample surveys.

Concurrent evaluations are undertaken when at least fifty per cent of the enrolled learners who have completed the first Primer. Final evaluation of TLC campaigns are undertaken when at least 60 per cent of enrolled learners who have either completed the third Primer or are nearing completion. Districts in the Post Literacy and Continuing Education phases are also evaluated.

The Results: Findings of the National Sample Survey

In the normal course, authentic information on literacy rates at the national level are available only from the decennial census held in the country. The last census was held in 1991. However, inclusion of literacy as an important variable in the recently held national level sample survey by the National Sample Survey Organization has made it possible to get a picture of the progress made between 1991 and 1997, as also a comparison of the progress made in the previous decades. It is important to look at progress in literacy in a long-term perspective as changes in adult literacy figures are not dependent only on literacy activities but also on the efficiency and effectiveness of school education programmes. Such a comparative picture of the growth in literacy is given in Chart 2.7

The growth of literacy has been quite steady since 1951. And, it shows a remarkable jump after 1991. While the average decadal growth rate has been only 10.3 per cent, between the period 1991 to 1997 (actually a period of about six years) has registered an increase of about 10 per cent. Extrapolation of this growth rate, indicates that the country with little more intensive effort could cross the critical point of 70 per cent by the turn of the century, five per cent snort of the threshold target level set by the NLM. This, no doubt, is a remarkable progress made in a relative short period of time.

It is a well-known fact that the total population of the country has been raising at a fast rate and as the estimates indicate, it has already crossed the billion mark. Though, the literacy rate had also been consistently increasing it could not keep pace with the population growth rate. Consequently, the number of illiterates went raising for several decades. As the figures in Table 2.12 show, there has been a turn around in the trend since 1991. In fact, the reduction in the number of illiterates between 1991 and 1997 has been quite substantial indicating to the success of efforts made in the decade in the area of literacy and basic education.

As can be seen from Chart 2.8, rural-urban disparity has been a serious problem with respect to literacy. One can see that this gap which was very wide is getting gradually reduced. In particular, the rapidity of growth of literacy in rural areas, as opposed to urban areas, is markedly more in the last six years as opposed to any previous decade. This is possibly due to quicker progress in primary education that picked up in the earlier decades as well as due to the unprecedented participatory mobilization process initiated through the Total Literacy Campaigns in the 1990s. This clearly indicates the emerging convergence between literacy rates between rural and urban areas.

Another vitally important factor (as indicated by Charts 2.9 and 2.10) is the rise in female literacy between 1991 and 1997, which is

Chart 2.7: Growth in Literacy Rates
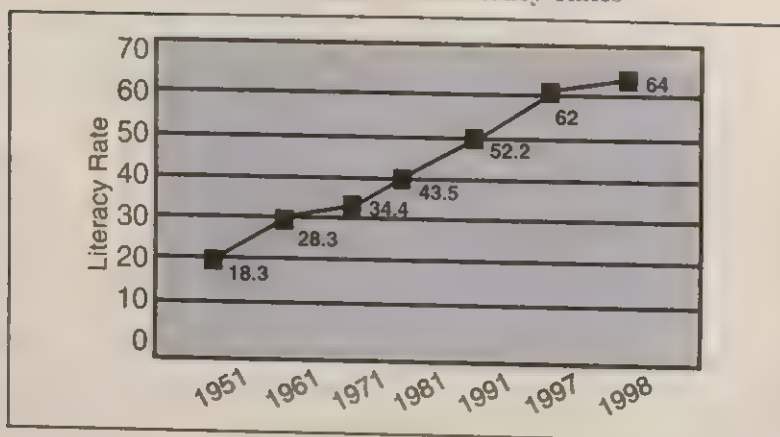
11 per cent whereas for the same period the male literacy rate has risen by only 9 per cent. In the previous decade, too, literacy rate for females had grown faster than that for the males (9.6 per cent as against 7.8 per cent). Thus, the faster rate of growth among females has not only been maintained but has slightly been enhanced during the present decade. This is possibly due to the special emphasis laid by the NLM on women's participation as also on higher enrollment and participation of girls in primary education. In fact, almost all the evaluation studies have highlighted the fact that participation of women in adult education programmes has been overwhelmingly more than that of men.

Impact of the Campaigns: Some Significant Facts

Community and Social Mobilization

The single biggest characteristic of the

Table 2.12: Population and Number of Illiterates (in millions)

Year	Total Population	7+ Age Population	Number of Illiterates (7+)
1961	438.93	356.85	249.40
1971	548.16	445.65	283.03
1981	665.29	541.04	305.31
1991	846.30	688.16	328.88
1997	953.04	774.51	294.46*
2001	1031.63	838.82	258.42**

* Source: NSSO Survey 53rd Round.
** Extrapolation based on NSSO Survey 53rd Round.

Chart 2.8: Rural-Urban Literacy Rates(%)
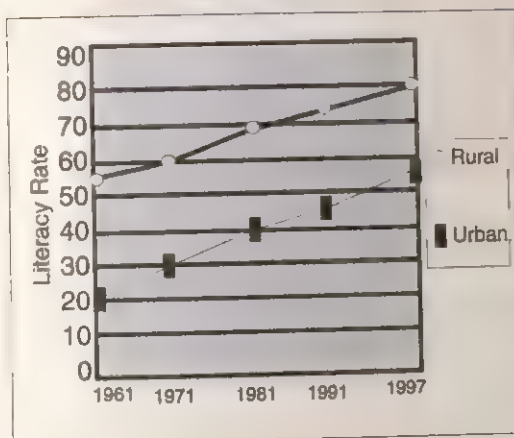
Chart 2.9 : Male and Female Literacy Rates(%)
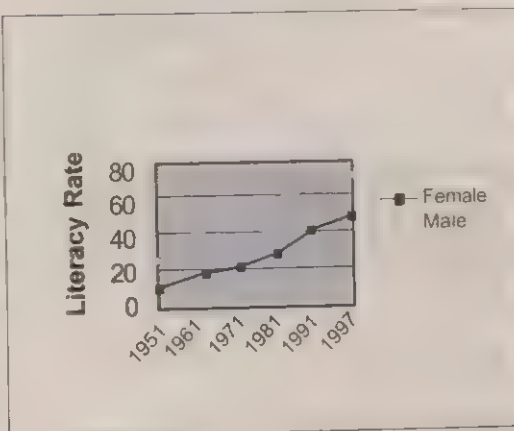
literacy campaigns has been their ability to galvanize entire communities into believing that learning must become an integral part of their lives. The modus operandi has been to create and build an environment condusive to learning by accessing communities through their cultural roots and traditions. All manner of tools have been used such as cultural processions, street plays, local theatre, puppetry, folk songs, etc.

Increased School Enrollment

The Adult Education programme has contributed in a significant way to better enrollment of children in schools. Study findings in India show that enrollment of boys and girls in the age group 5-15 years is significantly higher in neo-literate households as compared to children in illiterate households. Two out of three boys in neo-literate households are enrolled in schools compared to three out of four in participant households. In the case of girls

this difference is even more enhanced - 58 per cent for non-participants and 72 per cent for participants.

Social Awareness of the Importance of Education

India recorded heightened social awareness regarding the importance of education both for themselves as well as for their children. The biggest achievement of the adult education movement has been its impact on girls education. The confidence of the girls as they perform their scholastic and extra-curricular roles is the result of the awareness among neo-literate parents that girls need to be educated and outgoing. The need to provide equal opportunity to both girls and boys has also had the effect of generating greater demand for the quantity and quality of primary schooling.

Gender Equity and Women's Empowerment

One of the great strengths of the adult

education programme has been the involvement of women. As much as 62 per cent of participants in India are female. Programmes have provided illiterate adult women who have been denied access to formal schooling with great opportunity for reading, writing, increasing awareness levels and skills training. Literacy and adult education campaigns have actively promoted gender equity and have sought to empower them as to decision-making about themselves, their families and their communities.

Status in the Famil

This major strain running through the programmes has played a significant role in improving the status of women within their own families. Whereas, traditionally women in India had little say in family decision-making, they, through participation, have begun to express their newly found self-belief in having a say both within and without the family.

Health and Hygiene

The effects of adult education on health and hygiene are indeed most significant. Raising the functional literacy level of a community leads to a demonstrable decline in fertility and infant mortality rates. Adult education has helped spread knowledge about health care and nutrition, thereby enabling mothers to keep their families in better health and to care better for their children.

EFFECTIVENESS OF THE STRATEGY, PLAN AND PROGRAMMES

As discussed earlier, India has initiated a

Chart 2.10: Male-Female Difference in Literacy Rates
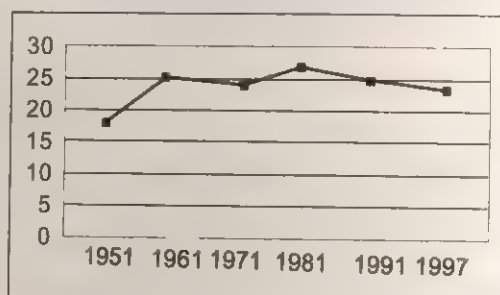
series of new programmes and projects during the last ten years to meet the goal of EFA. Each project or programme has set specific targets and also incorporated various monitoring and evaluation mechanisms. No attempt will therefore be made to evaluate specific programmes or programme components. The section only attempts a broad reflection on some of the new strategies and approaches adopted in recent years and their operationalisation through programmes and projects. Also many observations made here may not be applicable to all India level, as each State is in its own way responsible for implementing EFA programmes.

The country had been pursuing for many years a basic distance and population size norm for opening primary education facilities. This has resulted in tremendous expansion and spread of primary schools within an easy physical reach of most children. This is evident from the figures for 1991. The decade nineties marked two new developments in this regard. Several State Governments through the EFA projects have gone beyond this and have begun creating educational facilities in smaller habitations. This was done based on the

recognition that barrier to school participation does not consist only of physical distance, but is closely linked to local cultural and economic factors. The initial results reveal that this has helped improve the enrollment and participation of children in primary education in localities where such initiatives have been taken. Another important strategy adopted during the last decade was to define at the national level basic norms for equipping a primary school. Through the Operation Blackboard Scheme Government took initiative to specify that every primary school will have at least two classrooms and two teachers irrespective of the number of children in the school. The package also included provision of certain basic set of instructional material to all primary schools. This measure implemented all over the country seems to have considerably improved the infrastructure position in the rural areas. It is difficult to conclude whether it has also had impact on quality of school functioning. A full-scale evaluation of the Scheme is underway which should guide further actions in this regard under various EFA initiatives.

Saddled with nearly half the people in the country being illiterates, it was not an easy task to move ahead in the field of literacy and adult education. After evaluating previous strategies and achievements, the country set up the National Literacy Mission in 1988 and adopted mass campaigning as the mode for spreading literacy in the country. Here, again instead of using paid workers it was decided to take the help of a national non-governmental body to mobilize volunteers to take part in the mass campaigns which were designed to be

district specific led by people from within the district. Though the impact, for obvious reasons, may not be uniform across the country, overall success of the strategy has been well documented. The strategy, coupled with the initiatives in the primary education sector, has been able to significantly increase the total literacy rate; in particular, the number of literate persons in rural areas and among females. The effectiveness of the strategy can also be assessed in terms the massive demand emerging from the field for post-literacy and continuing education.

An important policy orientation that came up in the last ten years is that of intensive action with selective focus on disadvantaged groups. It should, of course, be noted that 'positive discrimination' in favour of marginalised groups has been a part of all social policy making in the country right from the beginning. But this approach got intensified in all educational programmes initiated during the nineties. In particular girls' education has come for special treatment in almost all the education development schemes. For instance, the Operation Blackboard scheme specified that at least fifty per cent of additional teachers appointed would be women. Following this, many States have made this a standard feature of their teacher recruitment policies. Similarly, in order to promote the participation of local people, particularly from ethnic minority groups, in the process of education special incentive schemes are operated in almost all the States. Also, specially designed primary education development programmes have been initiated in many States for localities

inhabited by ethnic minority groups. Analysis shows that the principle of selective focus has worked well in bringing more girls to school and improving the overall literacy rates among females. However, improvement in case of socially and economically marginalised groups appears to be much slower. On the whole, the strategy seems to be an appropriate one to be pursued with greater vigour and intensity.

A holistic approach has been adopted to achieve quality improvement in basic education. Apart from focussing on infrastructure provision, the approach has also been to look at the human resource dimension and to the teaching-learning process. A major step forward in improving the learner achievement levels has been the specification of the 'minimum levels of learning' at the national level. This prompted, as already mentioned, a series of actions in all the States focussing on revision of curriculum and textbooks as well as retraining of teachers. It is however, difficult to determine how much impact have these actions made on learner achievement. Initial results of testing in selected areas show positive changes. However, there are no national level benchmarks to determine the levels of quality improvement in basic education. In fact, with the policy of promoting pluralism in curricular prescription and modes of evaluation among different States national programmes can only be supportive to State level actions. Implementation of the recommendation of the National Policy on Education – 1986 on the creation of a National Testing Service should help move forward in this regard, though the policy of a holistic approach to

quality improvement has to be continued.

District planning coupled with autonomous management structures was adopted as a major strategy for designing and implementing primary education projects. This has been the case in the literacy campaigns as well as in other EFA projects including DPEP. How effective has this been? There is no doubt that the strategy has helped in galvanising local initiative through mass campaigns. District focus brought in under DPEP along with emphasis on investing in educationally backward districts has also helped in closer analysis of local specific problems and overcoming the inter-district disparities in the long run. Another important dimension of the effort is to ensure faster movement of funds to project activities. However, changing the long entrenched processes of centralized planning and management is likely to take time. It has to be pursued as part of a policy of taking planning process nearer to the people and getting them actively involved in management of basic education. It would, perhaps, be counterproductive to view the initiative only in terms of its immediate impact.

External funding for basic education increased considerably during the nineties. In utilising these finances, the country has consciously adopted an area specific integrated approach. This appears to be paying well in promoting intensive efforts to address issues in a local specific fashion. Also, the items for utilisation external financial resources have been carefully chosen placing limits on investment in infrastructure and ensuring that expenditure on standard items of maintenance and

development are not met by these sources. It is expected that these precautions should, in the long term, help avoid burdening the system with unrealistic demands and also facilitate smooth absorption of the items into the State budget.

PROBLEMS AND CHALLENGES ENCOUNTERED

In the process of improving the status of basic education in the country the biggest challenge has been the rising population and the increasing demand for school places. Obviously, this has outstripped the investments made for expanding the system and reaching primary education to all children, not withstanding the multifold expansion of the system achieved during this period. Mobilizing resources to match the raising demand, undoubtedly, is a major challenge before the planners. It is in this context that the country embraced programmes of EFA in the nineties to intensify efforts and reach the goals of EFA both in quantitative and qualitative terms. These intensified efforts have brought into the forefront several critical questions that need careful consideration.

As pointed out earlier, considering the size of the country and the multicultural and multi-linguistic setting in which the goals of EFA have to be achieved, the focus of action during the last decade has been on district and sub-district levels. It in this context that several new institutional structures such as the DIET, BRC and CRC have been created. These institutional arrangements have begun meeting the teacher capacity building needs in a more comprehensive manner.

However, decentralization to district and subdistrict levels has brought to light the fragility of the expertise available at these levels for educational planning and management. Though efforts have begun to establish State level institutions to meet the training needs of local level planners and administrators, it may take some time before these efforts could lead to creation of local level expertise capable of independent planning and management of EFA initiatives.

One has to take note of the enormous size of the operation taken up for improving basic education during the last ten years. But, it has also to be recognized that all these efforts fall within the framework of different projects. Several important issues have to be carefully addressed which invariably arise in the context of such project based initiatives. The most important challenge is to avoid the creation of unviable structures and processes that cannot be integrated into the larger system in the post-project period. Short-term aberrations in the form of parallel structures and multiple norms of operations are, perhaps, inevitable. But, considering the variety of conditions in which the basic education system functions in different parts of the country, a smooth transition from the project mode to the programme mode has to be carefully orchestrated. This requires careful consideration from two angles. Several of the project initiatives have come up with the help of external funding. This raises the natural question of financial sustainability of the new initiatives. A second issue, not often fully examined, relates to the fact that project initiatives get implemented with specific sets of management processes which become

crucial to the success of operations. This poses the challenge of preparing a long-term perspective for management capacity building, on the one hand and for initiating necessary management reforms within the larger system, on the other.

The data presented in the earlier sections clearly reveal that the main challenge for achieving the goals of EFA in the country is not merely one of providing physical access but also of ensuring the participation of all children in the process of basic education. Though the system has expanded enormously over the years, it has not been easy to overcome the resilience of certain pockets leading to persistent disparities among different geographical regions as well as between different social groups. Certain kinds of disparities such as male-female difference have decreased during the last ten years. However, equity in promotion of EFA goals continues to be a major challenge for educational planners and administrators. It is recognized that this challenge cannot be met without bringing the school and the community closer and creating a sense of ownership and accountability among the stake-holders at the grassroots level. It is hoped that the processes of decentralization that are gradually emerging on the scene would help in addressing this issue in an effective manner.

PUBLIC AWARENESS, POLITICAL WILL AND NATIONAL CAPACITY

The last decade has clearly demonstrated the tremendous power of the civil society in mobilizing public opinion and promoting basic education programmes. This is clearly evident from the phenomenal scale on which social mobilization for education was achieved through the literacy campaigns. The campaigns also brought into light the readiness of the community members to contribute towards basic education development on a voluntary basis. It further showed that demand for basic education in the country is enormous. The task before the country is to orchestrate the demand among the marginalised and underprivileged sections of the society through effective micro level actions. The nineties witnessed many successful attempts in this regard. Besides, several EFA projects such as Lok Jumbish as well as the literacy campaigns have also demonstrated tremendous potential of collaborative efforts between Government and non-Governmental organizations. On the whole, one can say that recent years have witnessed closer involvement of the civil society in EFA activities and have consequently increased public awareness and political attention towards EFA.

A significant step taken through the Jomtien Conference was to bring together the political leadership of the world for the cause of EFA. To take forward that commitment, it demanded a great political will within each country. How good has this been? This is again a very difficult area to make any clear cut observations. However, three lines of action taken by the Government during the last decade are indicative of a positive political ambience in the country worth mentioning. The first set of actions relate to certain major legislative measures initiated in the recent years. One of them is the formulation of a bill for making education a fundamental right of every citizen. The bill

which is under examination if adopted by the Parliament will make the Government legally responsible for ensuring education of all children upto the age of fourteen years as already specified in the Indian Constitution as a directive principle. Some States are also going for additional legislative measures. For instance, Tamil Nadu has passed a compulsory education act with all necessary clauses for enforcing universal participation of all children in primary education. Another legislative measure adopted in recent years relates to the constitutional amendment on *panchayati raj* institutions following which some States have initiated radical measures for decentralizing primary education management.

A second aspect which also indicates to a postive orientation of the political leadership towards EFA is that of increased allocation for EFA. In reality, the resources available for basic education may not be adequate. However, the efforts made in last few years to provide increased allocations for primary education in comparison to other sectors of education is a significant point to note. While appreciating the efforts made, it is necessary to caution against any complacency on this count. Advocacy within the political circles to find alternative means of funding EFA efforts have, perhaps, only begun and needs to be pursued further.

As mentioned earlier, sustained progress in basic education cannot be achieved merely through project initiatives. It should be accompanied by certain management reform processes to sustain the change brought about through short term project level actions. This is another area that

depends on the readiness of the political establishment for reforming the existing structures and processes of management. One could, again, observe some positive signals from the State Governments in this regard as indicated by concerted moves in certain States towards decentralization and for empowering school level bodies for effective management. However, the actions on the ground are still small in magnitude to gather momentum and galvanise the effort into a major force of reform at the national level for changing the deeply entrenched education management set up in different States.

Despite all the problems and challenges that the system faces, recent EFA project initiatives in the country have clearly demonstrated the capacity of the country to move forward towards the goal of EFA, both in terms of continued commitment at the policy level and availability of human resources necessary for implementing various policies and programmes in the field.

OVERALL ASSESSMENT

Considering the vastness of the country and the varying conditions under which basic education operates in different parts, it is an impossible task to make any meaningful assessment of the overall progress made in India towards EFA goals during the post-Jomtien period. One can at the most chartacterise the progress as a mix of considerable success coupled with yet unsolved riddles. Therefore, what is mentioned in this section has to be seen only as illustrative and not as an exhaustive description of the progress made in basic education.

Improvement in the provision of basic education facilities in the country has been a gradual process and sufficient space had already been covered even before the nineties. But a major step forward taken during the recent years is to make primary education practically available at the doorsteps of the children. This is being done by creating institutional facilities in smaller habilitations with the help of the local community moving away from the traditional norms of distance and population size. This step could prove to be major step forward in bringing marginalised sections of the population into the fold of basic education.

Along with improved provision, enrollment and participation of children has also grown. One of the most positive trends observed is regarding the decreasing disparity between male- female enrollment figures as well as literacy rates. The traditional resistance to education of girls seems to have been at least partially overcome possibly due to major advocacy carried out through literacy campaigns and through overt actions to improve women's status as a whole. However, the process seems to have just begun and there is still a long way to go. A related factor, which appears to be not fully tackled, is the persistence of low participation of certain marginalised groups and geographical pockets. It is not that efforts have not been made in this direction. But the issue, perhaps, calls for closer scrutiny and redesigning of the strategies adopted in the past.

Quality improvement has, no doubt, come to occupy the centre stage of all EFA efforts during the last decade. Large investments have been made to upgrade the infra-structure and human resource position in the primary schools across the country. Though external funding has contributed significantly in this direction, it is important to note that a large part of the overall investment has been from domestic resources. Apart from increasing investment, several concrete steps have also been taken to improve quality of learning and teaching in primary schools. As many reviews have pointed out, massive efforts for training of in-service teachers has been initiated during the last ten years. This coupled with the specification of 'minimum levels of learning' at the national level has, in general, heightened the awareness of all concerned people towards improving learner achievement levels. Apart from these, concerted efforts have been made in almost all the States to revise primary education curriculum and prepare child friendly teaching-learning material. Added to this is the establishment of localised resource structures such as DIET, BRC and CRC for teacher support and guidance. It is, of course, difficult to state in categorical terms whether these measures have made any significant impact on the quality of teaching-learning processes and in terms of learner achievement levels. Perhaps, it is necessary to continue with the efforts for a longer period of time before assessing such impact. Also, these measures still are not comprehensive in coverage and several of them are project specific. The challenge, therefore, is to expand the scale of operations to cover unreached areas and groups and yet ensure that the quality and intensity of actions are not compromised. After all, it needs no special evidence to note that sustainable change in quality can be achieved only through long term investment

in human resource development, in terms of capacity building among teachers as well as educational planners and administrators. Community ownership and empowerment have been the watchwords in basic education for a long time. Almost all documents and policy pronouncements have been referring to this, though very little concrete action has been coming forth. For the first time, however, one finds progress from mere rhetoric to more realistic operations in the field. The efforts as well as the progress may not be uniform across the country. Nevertheless, one has to recognise the major initiatives taken during the recent years in identifying techniques and processes for creating environment for positive involvement and action from the community. Systematic efforts have been made in this direction through designing and implementing innovative approaches for school mapping and micro-planning. These are at present limited to certain project initiatives and therefore the task is still enormous. It is necessary to carefully chart out paths for adapting these techniques and processes on a wider scale in a contextualised fashion.

Management restructuring has been another area, which has received considerable attention during the last ten years. Several measures have been initiated which are expected to have a lasting impact on the efficiency of the basic education system in the country. In almost every State, a separate Department of Primary Education has been created to provide more focussed attention to the sector. At the national level also a separate department of primary and mass education has been created. It is hoped that this will help intensify as well as integrate efforts in the area of basic education. A second development in this regard is the emergence of para-state bodies for streamlining the fund flow as well as management of basic education initiatives. Currently, these are created within the context of specific EFA projects and have proved to be very effective means for improving the management efficiency. One has to work out mechanisms for their continued existence and utilisation as the activities move into the larger systemic framework. A third and perhaps the most significant development is the process of decentralization initiated on a systemwide scale following the recent amendments to Constitution. Several State Governments have already implemented structural reform measures changing the management set up for basic education in a significant manner. It is expected that this will lead to a radical shift in the management framework in the form of smaller basic education systems under local-self governing bodies which can be more responsive to varying local contexts and conditions at the micro-level.

As far as mobilization of resources is concerned, as mentioned earlier, it continues to be a big challenge. Economic liberalisation policies and the accompanying structural adjustment processes have made the job even more challenging. However, certain positive steps taken during the last decade have to be noted. One can observe a substantial increase in the plan expenditure for basic education, which signifies availability of funds for developmental action for improving the status of basic education. This is important in the Indian context as most of the non-plan

expenditure goes towards salary and maintenance of the large system. Availability of funds for basic education from international agencies has also played a significant role in this context. Government has also made a conscious effort to tilt the allocation of resources within the education sector in favour of basic education. Further, the Government has committed itself to raise the share of education in the GDP to six per cent by the end of the current Five Year Plan period (1997–2002). It is also emphasized that a major part of the increased allocation will go towards basic education. Though achieving such a significant jump in allocation is somewhat ambitious and may take a little longer than expected, public commitment by the Government is likely to bring pressure for increase in availability of resources for basic education in the years to come. This acquires further significance as last few years have seen serious attempts by the Government to make a clear cut assessment of the actual resources required for providing education for all children upto the age of fourteen years. While resource mobilization continues to be matter of concern, experiences in the recent years have highlighted the need for increased attention towards effective and efficient utilisation of resources.

PART III

LOOKING BEYOND 2000
POLICY DIRECTIONS FOR THE FUTURE

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POLICY DIRECTIONS FOR THE FUTURE

The Indian Constitution, adopted in 1950, directed the State to ensure provision of basic education for all children upto the age of fourteen years within a period of ten years. The struggle to achieve this basic commitment began immediately. During the last fifty years, several milestones in this regard have been crossed. Beginning with a situation where four out of five persons were illiterate, and only two out of ten children went to school, it has not been an easy task to meet the constitutional commitment. The country began its journey towards the goal of universal elementary education for all by opening more and more primary schools across the country. The system has grown huge in size and coverage. Today nearly four out of five children in the age group 6-14 years are in the school. Two out of three persons are functionally literate. Progress achieved is by no means small. But it falls short of meeting the goal of Education For All.

In the pursuit of the goal of providing basic education for all, the National Policy on Education and the follow up actions on the recommendations of the policy in 1986 has been a major landmark. The World Declaration on Education For All adopted soon after in 1990 gave further boost to the various processes already set in motion in the country. As the analysis presented in the document demonstrates, the last decade of the century has witnessed tremendous progress in the area of basic education in the country. Yet, it is realised that the journey is not yet over. The main task is not to lose the momentum created by the progress made in the last decade. It is necessary to consolidate the gains and capitalise on the enlarged base created by the progress. It is realised that the methods hereto adopted may not be appropriate for crossing the difficult hurdles in the last leg of the journey towards EFA. The strategy has to be such that the goal is achieved within the first few years of the next century. The future policies and programmes are to be guided by this perspective. The following paragraphs set forth the directions in which the EFA effort will be focussed in the years to come beyond 2000.

Provision of Elementary Education for All - Continuing the Unfinished Task

Approaches to achieve the goal of universal elementary education in the years to come have to measure upto the magnitude and complexity of the task which has so far remained incomplete. Efforts to pursue this goal will be guided by three broad concerns:

◆ The national resolve, as stipulated in the National Policy on Education, to provide free and compulsory education of

satisfactory quality to all children upto the age of fourteen years.

◆ The political commitment to make the right to elementary education a Fundamental Right and enforcing it through necessary statutory measures.

◆ Enactment of 73rd and 74th Constitutional amendments which have set the stage for greater decentralization and a significantly enhanced role for local bodies, community organizations as well as voluntary agencies in the efforts towards UEE.

Further, recognizing the importance of the primary education sector, the Central Government has been working with the State Governments on *a principle of shared responsibility* for achieving the goals of UEE. This becomes even more important in the context of the commitment to make 'right to elementary education' a fundamental one. With the magnitude of the unfinished task, the Government of India will continue supporting the initiatives in primary education while promoting the capacities of the State Governments to meet the challenges effectively. Mobilizing additional resources to reach the critical mark of six per cent of the GDP for education is a goal towards which the country will continue to strive.

Meeting the Concerns for Equity

Broad-based efforts made during the last fifty years have resulted in a massive expansion of the education system in the country, raising the overall status of educational provisions in terms of accessibility and participation. The efforts were guided by concerns of equity. Yet, a closer analysis of basic statistics reveal glaring disparities in the progress made. Certain sections of population and certain geographical pockets in the country have failed to fully benefit from the investments made in education. Keeping this in view, the approach during the years to come will be to specifically deal with the question of equity with focus on the educational needs of the following categories:

◆ women and girls

◆ scheduled castes and scheduled tribe groups

◆ working children

◆ children with disabilities

◆ children from minority groups

◆ urban disadvantaged children

◆ educationally backward pockets in different States

Convergence in Management and Delivery of Education Development Programmes

With the expansion of the education system in the country, the administrative machinery has also expanded tremendously at all levels (separate directorates for school education, higher education, technical education, adult education, etc.) Separate administrative structures are found to be doing tasks which have a common goal and even common set of activities. This is clearly evident in the case of primary education, non-formal

education, and adult education. This trend towards creating parallel administrative machinery has not only over-expanded the bureaucratic machinery, but also the very burden has made it counter-productive. It is against this backdrop that the goal of integrated planning and convergence in delivery will be pursued in a three fold manner:

◆ Creation of parallel structures for implementation of different development programmes will be avoided;

◆ Effort will be made to re-examine the norms and patterns of operation specified under different Schemes and Projects to ensure greater convergence; and

◆ State Governments will be encouraged with adequate support from the Centre to reorganize the education management structures so as to achieve greater coordination in planning and effective convergence in implementation of education development programmes.

The task of achieving convergence may not be easy. It may, therefore, be necessary to support national and State level institutions to experiment with possible alternatives for field level integration in selected locales across the country and also to examine the possibility of involving NGOs and private initiative in such area specific explorations.

Quality Improvement

Beginning with the Operation Blackboard Scheme to equip all primary schools with at least a minimum level of infrastructure and human resources, the 1990s also witnessed major initiatives in the area of quality improvement. However, it is realised that the task has only begun and has to continue to be one of the major goals to be pursued. It is recognized that quality improvement has a significant impact not only on enrollment and retention of children in the school but also on the possibilities of further education for increased productivity and exercise of citizenship rights and responsibilities. The task of quality improvement will be pursued through:

◆ qualitative improvement in content and process of education;

◆ reorientation and strengthening of teacher education, both pre-service and in-service;

◆ provision of appropriate infrastructure facilities;

◆ focussing on strengthening the institutional management processes; and

◆ establishing a reliable system of learner assessment.

In spite of several large scale initiatives, quality of functioning of schools has remained far from satisfactory. Studies on the subject have highlighted the need for a more direct action to be initiated at the school level in a need based manner. Keeping this in view, efforts will be made to strengthen the internal management of schools; and to improve the quality of

teaching-learning processes. The focus will be on streamlining the regular management practices within the school giving a direction to school development processes through 'institutional planning and monitoring mechanisms.' This is to be coupled with adequate locally based support services in pedagogic as well as planning and management dimensions. Towards this end, the programme already initiated to give localised support to teacher and head teachers through block resources centres and cluster resource centres will be further strengthened.

Decentralized Planning and Management

The National Policy on Education 1986 had proposed decentralization as a fundamental requirement for improving the efficiency of the educational planning and management system and creating a meaningful framework for accountability. Several State Governments have already initiated the process of decentralization of the primary education management framework. New legislation has been adopted to provide for the changed framework to operate effectively. Some States have also gone for much closer collaboration and involvement of the community in decentralizing the system of education management. On the whole, this has not been an easy task with deeply entrenched centralized mechanisms. The country will continue to work towards the goal of decentralization by initiating processes of community involvement and gradually shifting the locus of decision making from State to district level and downwards through *panchayati raj* bodies.

This shift in planning and management strategy will also require a vast effort to train and continually give support to educational bodies constituted under the urban Local Governments and *panchayati raj* institutions. Efforts will be made to reorient the programmes of various resource institutions at national and State levels to meet this requirement. Towards this end, the local level institutions in the education and allied sectors will be strengthened adequately. Besides, it is envisaged that distance education mechanisms will play a significant role in the task of building capacities among personnel working at local levels. The distance education programmes already launched for in-service education of teachers will be strengthened to play this enhanced role.

Pursuing the goal of decentralization along with the principle of partnership between the Centre and the States demands careful orchestration of the policies and programmes particularly in the area of elementary education. As envisaged by the National Policy on Education and reiterated by several bodies subsequently, the National Government will continue to play a major role both for coordination and capacity building. It will continue to monitor the progress of reaching national goals in the field of elementary education.

District as the Unit of Planning

Traditionally, planning for development of education has been done at the State Government level. The National Literacy Mission changed this trend and adopted district level campaign mode. All assessment for action was done from within

the district. Following this, planning for primary education particularly under the DPEP has been firmly anchored at the district level. It is recognised that planning at the district level has several advantages: (a) It helps in making the plan strategies and approaches more locally relevant; (b) It promotes participation of local people in planning process and therefore develop better commitment and accountability for its effective implementation; and (c) It helps in addressing the issues of inter district disparities within the State more effectively. Keeping these factors in view, the country proposes to adopt an integrated approach for planning at the district level for development of elementary education. This approach, it is envisaged will help identify districts needing more attention and varied types of inputs, thereby tackling the question of equity in an appropriate manner. Movement towards planning at block and cluster and village levels in partnership with NGOs will be encouraged and supported.

Early Childhood Care and Education (ECCE)

It is now globally recognized that systematic provision of ECCE helps in the development of children in a variety of ways such as group socialization, inculcation of health habits, stimulation of creative learning process and enhanced scope for overall personality development. In the poorer sections of the society, ECCE is essential for countering the physical, intellectual, and emotional deprivation of the child. ECCE is also a support for universalisation of elementary education and it also indirectly influences enrollment and retention of girls in primary schools by providing substitute care facilities for younger siblings.

At present, Integrated Child Development Services (ICDS) is the most widespread ECCE provision. Besides, there are preschools, *balwadis* and so on under the Central Social Welfare Board, in addition to some State Government schemes and private efforts. Efforts have to be made to achieve greater convergence of ECCE programmes implemented by various Government Departments as well as voluntary agencies by involving urban local bodies and *gram panchayats*. Further, ECCE will be promoted as a holistic input for fostering health, psycho-social, nutritional and educational development of the child.

Promotion of Alternative Delivery Systems

The school system has expanded multifold at all levels during the last five decades. Yet it is difficult to conclude that the system has been able to meet the educational needs of all. This is particularly true of the elementary education sector where it is recognized that a single track approach of formal primary schooling will not help achieve the national goals in a speedy manner. The school education programme has to look beyond the rigid formal framework in a flexible and adaptive fashion. Part-time formal, or non-formal education, seasonal learning centres for the children of migrant labour, voluntary schools by NGOs, post primary 'open' learning system, the camp approach for adolescent girls, etc., will have to be systematically promoted.

The non-formal education programme that has been in operation in many parts of the country with support from the Central Government has been a mixed bag of success and failure. While the programme has been effectively implemented by many NGOs, the State sector could not show expected results. Nevertheless, the last decade has witnessed the emergence of alternate models for implementing the programme in a local specific manner. Lessons from these efforts along with the experience gained in the NGO sector will be used to reformulate and strengthen the programme of non-formal education.

Open Learning System (OLS) will form an important dimension of the efforts during Ninth Plan to reach school education to all. OLS at the school level will be strengthened for providing education from the elementary stage and above to meet the needs of those who are unable to seek education through full time institutional system, with assured equivalence with institutional learning in terms of certificate, degree, etc. Scope of the OLS channel will be expanded to bring more academic and vocational areas into its fold and cater to a larger student population from various segments of the population both in school and adult education sectors.

Partnership between Public and Private Sectors

The task of implementing educational programmes in the country is so stupendous that it is difficult to expect the public sector to meet the burgeoning needs of the society effectively. Even though private initiative has always been a part of the school education endeavour, it is often felt that the country has not been able to fully exploit the potential of the private sector. Possibilities in this regard will have to be actively explored. It should be noted that private sector can contribute not only in monetary terms but also in the forms of expertise for quality improvement through effective management of the system and development of locally relevant teaching-learning material. As mentioned earlier in the analysis of progress, some efforts in this direction have already taken place. More collaborative efforts at institutional level as well as programme implementation level will be designed in order to expand the profile of private initiative in the elementary education.

Increased Role of NGOs

As mentioned earlier, the Government views NGOs as partners in the process of moving towards the goal of education for all. As a broad policy, the country proposes to promote the role of NGOs at all levels in the social sector with a view to achieving participatory development and unburdening the administration which is unduly loaded with implementation of development programmes. This approach will be followed in enhancing the role of NGOs in education development programmes also. At present, involvement of NGOs is generally limited to running NFE programmes and implementing small scale innovative experiments in schooling. However, it is recognized that the NGOs have tremendous creative potential to contribute in innovating and implementing education programmes. While continuing with existing programmes of NGO involvement, effort will be made to identify technically competent NGOs and enable them to assume a larger role by functioning alongside Government agencies

in a significant manner.

Literacy and Continuing Education

Literacy and Continuing Education will continue to receive increased attention so as to achieve the goal of complete eradication of illiteracy in the age group 15-35 years and to enable the neo-literates to retain, improve and apply the newly acquired literacy skills for improvement of the quality of life. The emphasis will be on consolidation and sustaining of the adult education processes through increased participation of NGOs, *panchayati raj* institutions, youth organizations, teachers and student volunteers.

The focus of the adult education programmes will be two-fold. While the post-literacy and continuing education needs of the neo-literates will be taken care of through provision of opportunities for self-directed learning, equivalency programmes based on open schooling, job oriented vocational education and skill development programmes, a fresh momentum will be given to basic literacy programmes. This is essential in order to take care of the backlog of non-literates viz., those who are the dropouts and left-outs of the literacy campaigns and those out-of-school children who constitute new accretions to the adult illiterate population.

Launching a National Campaign for Education for All: Sarva Shiksha Abhiyan

The last decade has witnessed a number of new initiatives to improve the access to and participation of children in elementary education as well as for improving the quality of education provided in the primary schools. The proposed *Sarva Shiksha Abhiyan* will be implemented by Government of India in partnership with the State Governments with a long term perspective on cost sharing and through district level decentralized management framework involving local bodies. It is envisaged that the Campaign, to be launched in a mission mode, will move towards achieving the following four goals:

◆ providing access to all children in the age group 6-14 years through formal primary schools or through other equivalent alternative delivery means by 2003;

◆ completion of five years of primary education by all children by 2007;

◆ completion of eight years of elementary education by all children by 2010; and

◆ provision of elementary education of satisfactory quality for all by 2010.

The programme will be implemented in a manner that will provide adequate opportunities for NGOs and private sectors to contribute towards the achievement of these goals and lead towards a community owned initiative for universalizing elementary education. Keeping in view past experiences, efforts under the *Sarva Shiksha Abhiyan* will be underscored by effective decentralization, sustainable financing, cost effective strategies for universalization, interesting curriculum, community owned planning and implementation and focus on girls, marginalised caste groups and ethnic minorities.

ANNEXES

LIST OF TABLES AND INDICATORS*

TABLE 1: *Indicator 1* - Gross enrollment ratio in early childhood development programmes

TABLE 2: *Indicator 2* - Percentage of new entrants to Grade 1 who have attended some form of organised early childhood development programme during at least one year (or one enrollment period)

TABLE 3: *Indicators 3 and 4* - Apparent (Gross) and net intake rates in primary education

TABLE 4: *Indicators 5 and 6* - Gross and net enrollment ratios in primary education

TABLE 5A: *Indicators 7 and 8* - Public expenditure on primary education as percentage of GNP and of total public expenditure on education (all levels); and Public current expenditure on primary education per pupil as percentage of Gross National Product (GNP) per capita

TABLE 5: *Indicators 7 and 8* - expenditure on primary education as percentage of GNP and of total public expenditure on education (all levels); and Public current expenditure on primary education per pupil as percentage of Gross National Product (GNP) per capita

TABLE 6: *Indicators 9 and 10* - Percentage of primary school teachers having the required academic qualifications; and Percentage of primary school teachers who are certified to teach according to national standards

TABLE 7 : *Indicator 11* - Pupil-teacher ratios in primary education

TABLE 8 : *Indicator 12* - Repetition rate in primary education by grade

TABLE 9 : *Indicators 13 and 14* - Survival rate to Grade 5 and coefficient of efficiency

TABLE 10 : *Indicator 15* - Percentage of pupils having reached at least Grade 4 of primary schooling who master a set of nationally defined basic learning competencies

TABLE 11 : *Indicators 16, 17 and 18* - Literacy rates of population aged 15-24 and 15 years old and over, and Literacy Gender Parity Index

TABLE 11 A : *Indicators 16, 17 and 18* - Literacy rates of population aged 15-24 and 15 years old and over, and Literacy Gender Parity Index

(*Note: The list given on this page refers to all the 18 core EFA indicators. However, Tables 2 and 10, which correspond to Indicators 2 and 15 are not included in the Annexes as data are not available on these indicators)

TABLE 1: Indicator 1 - Gross Enrollment Ratio in Early Childhood Development Programmes[1]

Country: **INDIA** Year: **1997**

Col.1 Add Province	Col.2	Col.3 Total	Col.4 Enrolment Pre-schools	Col.5 Others[1]	Col.6 Official age-group[2] population (or 3-5 years)	Col.7=Col.3/Col6 GER (Gross enrolment ratio)	Col.8 Gender Parity Index
India	TOTAL(MF)	13,679,532	2,792,430	10,725,134	80,998,000	16.9	94.9
	MALE(M)	7,128,694	1,557,730	5,485,050	41,150,000	17.3	
	FEMALE(F)	6,550,838	1,234,700	5,240,084	39,848,000	16.4	
Andhra Pradesh	TOTAL(MF)	797,410	97,117	700,293	5,990,000	13.3	100.7
	MALE(M)	402,640	54,484	348,156	3,035,000	13.3	
	FEMALE(F)	394,770	42,633	352,137	2,955,000	13.4	
Arunachal Pradesh	TOTAL(MF)	70,904	35,705	35,199	99,000	71.6	89.8
	MALE(M)	37,715	19,812	17,903	50,000	75.4	
	FEMALE(F)	33,189	15,893	17,296	49,000	67.7	
Assam	TOTAL(MF)	291,015	23,240	270,217	2,282,000	12.8	95.2
	MALE(M)	150,466	12,961	139,295	1,152,000	13.1	
	FEMALE(F)	140,549	10,279	130,922	1,130,000	12.4	
Bihar	TOTAL(MF)	776,072	27,316	748,756	9,530,000	8.1	89.9
	MALE(M)	416,816	18,194	398,622	4,865,000	8.6	
	FEMALE(F)	359,256	9,122	350,134	4,665,000	7.7	
Goa	TOTAL(MF)	12,407		12,407	75,000	16.5	110.7
	MALE(M)	5,971		5,971	38,000	15.7	
	FEMALE(F)	6,436		6,436	37,000	17.4	
Gujarat	TOTAL(MF)	612,701	167,823	444,878	3,662,000	16.7	108.5
	MALE(M)	305,724	97,172	208,552	1,902,000	16.1	
	FEMALE(F)	306,977	70,651	236,326	1,760,000	17.4	
Haryana	TOTAL(MF)	478,259	28,465	449,794	1,648,000	29.0	101.5
	MALE(M)	252,756	16,886	235,870	877,000	28.8	
	FEMALE(F)	225,503	11,579	213,924	771,000	29.3	

Himachal Pradesh	TOTAL (MF)	74,478	1,030	75,132	435,000	17.1	103.7
	MALE (M)	37,329	529	37,743	222,000	16.8	
	FEMALE (F)	37,149	501	37,389	213,000	17.4	
Jammu & Kashmir	TOTAL (MF)	138,293	38,278	100,015	739,130	13.5	
	MALE (M)	74,914	22,129	52,785	379,880	13.9	
	FEMALE (F)	63,379	16,149	47,230	359,250	13.1	
Karnataka	TOTAL (MF)	1,451,910	269,150	1,182,760	3,981,000	36.5	97.9
	MALE (M)	748,871	161,676	587,195	2,032,000	36.9	
	FEMALE (F)	703,039	107,474	595,565	1,949,000	36.1	
Kerala	TOTAL (MF)	339,975	23,594	311,815	1,943,000	17.5	107.1
	MALE (M)	168,800	11,577	155,222	998,000	16.9	
	FEMALE (F)	171,175	12,017	156,593	945,000	18.1	
Madhya Pradesh	TOTAL (MF)	1,219,600	177,200	1,042,400	7,837,000	15.6	66.4
	MALE (M)	669,062	101,049	568,013	3,500,000	19.1	
	FEMALE (F)	550,538	76,151	474,387	4,337,000	12.7	
Maharashtra	TOTAL (MF)	1,953,501	710,788	1,242,713	7,071,000	27.6	98.3
	MALE (M)	1,011,257	383,931	627,326	3,630,000	27.9	
	FEMALE (F)	942,244	326,857	615,387	3,441,000	27.4	
Manipur	TOTAL (MF)	218,437	85,568	56,510	174,000	125.5	100.8
	MALE (M)	110,024	45,632	27,366	88,000	125.0	
	FEMALE (F)	108,413	39,936	29,144	86,000	126.1	
Meghalaya	TOTAL (MF)	187,550	145,142	42,408	206,000	91.0	100.1
	MALE (M)	93,749	72,748	21,001	103,000	91.0	
	FEMALE (F)	93,801	72,394	21,407	103,000	91.1	
Mizoram	TOTAL (MF)	36,505	2,028	34,477	69,000	52.9	101.3
	MALE (M)	18,404	1,032	17,372	35,000	52.6	
	FEMALE (F)	18,101	996	17,105	34,000	53.2	
Nagaland	TOTAL (MF)	159,698	85,150	74,548	111,000	143.9	89.4
	MALE (M)	85,039	46,974	38,065	56,000	151.9	
	FEMALE (F)	74,659	38,176	36,483	55,000	135.7	
Orissa	TOTAL (MF)	603,017	30,498	537,839	2,839,000	21.2	103.2
	MALE (M)	301,971	16,975	267,476	1,444,000	20.9	
	FEMALE (F)	301,046	13,523	270,363	1,395,000	21.6	

State	Category						
Punjab	TOTAL(MF)	275,011	30,722	244,289	1,686,000	16.3	94.1
	MALE(M)	150,613	18,206	132,407	898,000	16.8	
	FEMALE(F)	124,398	12,516	111,882	788,000	15.8	
Rajasthan	TOTAL(MF)	698,512	176,695	521,817	4,675,000	14.9	92.0
	MALE(M)	378,519	100,209	278,310	2,436,000	15.5	
	FEMALE(F)	319,993	76,486	243,507	2,239,000	14.3	
Sikkim	TOTAL(MF)	29,746	23,538	6,208	41,000	72.6	97.1
	MALE(M)	15,457	12,317	3,140	21,000	73.6	
	FEMALE(F)	14,289	11,221	3,068	20,000	71.5	
Tamil Nadu	TOTAL(MF)	448,220	165,718	284,369	3,805,000	11.8	99.4
	MALE(M)	230,665	87,835	143,729	1,952,000	11.8	
	FEMALE(F)	217,555	77,883	140,640	1,853,000	11.7	
Tripura	TOTAL(MF)	229,016	171,221	57,795	276,000	83.0	102.6
	MALE(M)	114,697	85,420	29,277	140,000	81.9	
	FEMALE(F)	114,319	85,801	28,518	136,000	84.1	
Uttar Pradesh	TOTAL(MF)	1,234,595	38,888	1,143,351	15,427,000	8.0	99.3
	MALE(M)	645,432	23,809	588,624	8,039,000	8.0	
	FEMALE(F)	589,163	15,079	554,727	7,388,000	8.0	
West Bengal	TOTAL(MF)	985,381	64,248	921,133	6,029,000	16.3	92.2
	MALE(M)	520,332	59,748	460,584	3,062,000	17.0	
	FEMALE(F)	465,049	4,500	460,549	2,967,000	15.7	
A&N Islands	TOTAL(MF)	16,856	5,113	11,743	26,000	64.8	97.0
	MALE(M)	8,556	2,702	5,854	13,000	65.8	
	FEMALE(F)	8,300	2,411	5,889	13,000	63.9	
Chandigarh	TOTAL(MF)	21,515	13,853	7,662	53,000	40.6	97.4
	MALE(M)	11,506	7,741	3,765	28,000	41.1	
	FEMALE(F)	10,009	6,112	3,897	25,000	40.0	
Dadra & Nagar Haveli	TOTAL(MF)	5,160		5,160	16,000	32.3	105.4
	MALE(M)	2,512		2,512	8,000	31.4	
	FEMALE(F)	2,648		2,648	8,000	33.1	
Daman & Diu	TOTAL(MF)	3,990	1,270	2,720	8,000	49.9	97.7
	MALE(M)	2,018	751	1,267	4,000	50.5	
	FEMALE(F)	1,972	519	1,453	4,000	49.3	

Delhi	TOTAL (MF)	279,955	136,129	143,826	938,000	29.9	106.5
	MALE (M)	141,245	65,954	75,291	488,000	28.9	28.9
	FEMALE (F)	138,710	70,175	68,535	450,000	30.8	
Lakshadweep	TOTAL (MF)	5,467	1,423	4,044	5,000	109.3	152.8
	MALE (M)	2,708	727	1,981	3,000	90.3	
	FEMALE (F)	2,759	696	2,063	2,000	138.0	
Pondicherry	TOTAL (MF)	24,376	15,520	8,856	61,000	40.0	91.5
	MALE (M)	12,926	8,550	4,376	31,000	41.7	
	FEMALE (F)	11,450	6,970	4,480	30,000	38.2	

Source: 1. Others: DWCD, MHRD; 2. Pre-School Enrolment; SES 97-98, MHRD, Deptt. of Education.

3. Population of Age-group 3-6: Projected by assuming that the share of 3-6 years old to total population in a state in 1991 remains constant. Total population is projected by Standing Committee of Experts, Planning Commission, Govt. of India, 1997.

1 By 'Early childhood development programmes' is meant here all organized educational programmes for young children aged 3 to 5 years old (or according to the official age-group in a given country). The data on enrolment should include those in registered pre-schools (or pre-primary schools) and those in other similar organized educational institutions/programmes.

2 Please specify official age-group for early childhood development programmes, if different from 3-5 years old:

Starting age: 3 YEARS   Ending age: 5/6 YEARS

Data sources: (1) Selected Educational Statistics 1997-98   (2) Deptt of WCD, MHRD

TABLE 3: Indicators 3 and 4 - Apparent(Gross) and Net Intake Rates in Primary Education

Country: INDIA Year: 1997

Col 1	Col 2	Col 3	Col 4	Col 5	Col 6	Col 7	Col 8	Col 9	Col 10=Col.3/Col.9	Col 11=Col.6/Col.9	Col.12	
Add Province		New Entrants of All ages			New Entrants of Primary School Entrance Age²			School Entrance Age Population	AIR (Apparent Intake Rate)	NIR (Net Intake Rate)	Gender Parity Index	
		Total	Public	Private¹	Total	Public	Private				AIR	NIR
NATIONAL (The whole country)	TOTAL (MF)	28,422,958	23,292,166	5,130,792	16,524,612	13,392,265	3,015,948	24,475,000	116.1	67.5	0.8	0.8
	Male (M)	15,873,011	13,042,387	2,830,624	9,296,530	7,621,244	1,675,286	12,590,000	126.1	73.8		
	Female (F)	12,549,947	10,249,779	2,300,168	7,228,082	5,887,420	1,340,662	11,885,000	105.6	60.8		
Andhra Pradesh	TOTAL (MF)	2,624,992	2,118,428	506,564	1,529,298	1,234,175	295,123	1,841,000	142.6	83.1	1.0	1.0
	Male (M)	1,345,273	1,085,424	259,849	791,081	638,278	152,803	936,000	143.7	84.5		
	Female (F)	1,279,719	1,033,004	246,715	738,217	595,897	142,320	905,000	141.4	81.6		
Arunachal Pradesh	TOTAL (MF)	36,549	35,034	1,515	21,309	20,424	885	35,000	104.4	60.9	0.7	0.7
	Male (M)	20,146	19,171	975	11,847	11,273	574	16,000	125.9	74.0		
	Female (F)	16,403	15,863	540	9,462	9,151	311	19,000	86.3	49.8		
Assam	TOTAL (MF)	920,549	900,096	20,453	571,263	558,569	12,694	762,000	120.8	75.0	0.9	0.9
	Male (M)	478,527	467,321	11,206	297,594	290,625	6,969	385,000	124.3	77.3		
	Female (F)	442,022	432,775	9,247	273,689	267,964	5,725	377,000	117.2	72.6		
Bihar	TOTAL (MF)	3,134,066	3,057,391	76,675	1,896,661	1,850,314	46,347	2,888,000	108.5	65.7	0.7	0.7
	Male (M)	1,911,221	1,871,664	39,557	1,162,310	1,138,253	24,057	1,473,000	129.8	78.9		
	Female (F)	1,222,845	1,185,727	37,118	734,351	712,061	22,290	1,415,000	86.4	51.9		
Goa	TOTAL (MF)	27,621	14,175	13,446	16,092	8,258	7,834	24,000	115.1	67.1	0.8	0.8
	Male (M)	14,214	7,203	7,011	8,358	4,236	4,122	11,000	129.2	76.0		
	Female (F)	13,407	6,972	6,435	7,734	4,022	3,712	13,000	103.1	59.5		
Gujarat	TOTAL (MF)	1,166,878	985,049	181,829	420,134	354,626	65,508	911,000	128.1	46.1	0.9	0.9
	Male (M)	678,224	568,984	109,240	247,340	207,501	39,839	517,000	131.2	47.8		
	Female (F)	488,654	416,065	72,589	172,794	147,125	25,669	394,000	124.0	43.9		
Haryana	TOTAL (MF)	514,488	461,336	53,152	366,127	328,316	37,811	529,000	97.3	69.2	1.0	1.0
	Male (M)	268,789	238,702	30,087	190,474	169,153	21,321	281,000	95.7	67.8		
	Female (F)	245,699	222,634	23,065	175,653	159,163	16,490	248,000	99.1	70.8		

State												
Himachal Pradesh	TOTAL (MF)	149,509	140,580	8,929	64,759	60,885	3,874	145,000	103.1	44.7	0.9	0.9
	Male (M)	73,114	68,051	5,063	32,015	29,798	2,217	66,000	110.8	48.5		
	Female (F)	76,395	72,529	3,866	32,744	31,087	1,657	79,000	96.7	41.4	0.7	0.7
Jammu & Kashmir	TOTAL (MF)	249,332	220,486	28,846	145,397	128,573	16,824	250,000	99.7	58.2		
	Male (M)	140,161	123,651	16,510	82,421	72,713	9,708	117,000	119.8	70.4		
	Female (F)	109,171	96,835	12,336	62,976	55,860	7,116	133,000	82.1	47.4		
Karnataka	TOTAL (MF)	1,620,021	1,269,602	350,419	1,108,504	868,236	240,268	1,195,000	135.6	92.8	0.9	0.8
	Male (M)	861,729	670,808	190,921	633,666	493,274	140,392	615,000	140.1	103.0		
	Female (F)	758,292	598,794	159,498	474,838	374,962	99,876	580,000	130.7	81.9		
Kerala	TOTAL (MF)	488,353	192,105	296,248	306,731	120,654	186,077	584,000	83.6	52.5	1.0	1.0
	Male (M)	247,719	97,840	149,879	153,829	60,757	93,072	294,000	84.3	52.3		
	Female (F)	240,634	94,265	146,369	152,902	59,897	93,005	290,000	83.0	52.7		
Madhya Pradesh	TOTAL (MF)	2,357,879	1,991,576	366,303	1,370,190	1,157,199	212,991	2,187,000	107.8	62.7	0.8	0.8
	Male (M)	1,349,712	1,135,293	214,419	800,072	672,971	127,101	1,137,000	118.7	70.4		
	Female (F)	1,008,167	856,283	151,884	570,118	484,228	85,890	1,050,000	96.0	54.3		
Maharashtra	TOTAL (MF)	2,501,344	1,823,452	677,892	1,582,157	1,152,692	429,465	1,997,000	125.3	79.2	1.0	0.9
	Male (M)	1,284,429	920,391	364,038	839,206	601,355	237,851	1,018,000	126.2	82.4		
	Female (F)	1,216,915	903,061	313,854	742,951	551,337	191,614	979,000	124.3	75.9		
Manipur	TOTAL (MF)	63,346	32,672	30,674	36,919	19,038	17,881	66,000	96.0	55.9	0.7	0.7
	Male (M)	33,747	16,987	16,760	19,845	9,990	9,855	30,000	112.5	66.2		
	Female (F)	29,599	15,685	13,914	17,074	9,048	8,026	36,000	82.2	47.4		
Meghalaya	TOTAL (MF)	94,748	52,840	41,908	55,183	30,775	24,408	73,000	129.8	75.6	0.9	0.9
	Male (M)	47,063	26,319	20,744	27,675	15,476	12,199	34,000	138.4	81.4		
	Female (F)	47,685	26,521	21,164	27,508	15,299	12,209	39,000	122.3	70.5		
Mizoram	TOTAL (MF)	42,850	35,825	7,025	24,975	20,879	4,096	25,000	171.4	99.9	0.9	0.9
	Male (M)	22,980	18,998	3,982	13,513	11,172	2,341	13,000	176.8	103.9		
	Female (F)	19,870	16,827	3,043	11,462	9,707	1,755	12,000	165.6	95.5		
Nagaland	TOTAL (MF)	53,152	34,816	18,346	30,955	20,269	10,686	48,000	110.8	64.5	0.9	0.9
	Male (M)	25,781	16,485	9,296	15,160	9,694	5,466	22,000	117.2	68.9		
	Female (F)	27,381	18,331	9,050	15,795	10,575	5,220	26,000	105.3	60.8		
Orissa	TOTAL (MF)	947,208	924,437	22,771	580,418	566,461	13,957	831,000	114.0	69.8	0.8	0.8
	Male (M)	528,312	515,391	12,921	327,856	319,838	8,018	425,000	124.3	77.1		
	Female (F)	418,896	409,046	9,850	252,562	246,623	5,939	406,000	103.2	62.2		
Punjab	TOTAL (MF)	429,545	385,165	44,380	250,298	224,433	25,865	499,000	86.1	50.2	1.0	1.0
	Male (M)	224,529	200,954	23,575	132,033	118,170	13,863	262,000	85.7	50.4		
	Female (F)	205,016	184,211	20,805	118,265	106,263	12,002	237,000	86.5	49.9		

Rajasthan	TOTAL (MF)	2,520,367	2,019,041	1,469,971	292,121	1,543,000	163.3	95.3	0.8	0.8
	Male (M)	1,437,061	1,175,412	845,056	153,861	815,000	176.3	103.7		
	Female (F)	1,083,306	843,629	624,915	138,260	728,000	148.8	85.8		
Sikkim	TOTAL (MF)	23,488	22,490	13,673	580	16,000	146.8	85.5	1.1	1.1
	Male (M)	11,090	10,639	6,521	265	8,000	138.6	81.5		
	Female (F)	12,398	11,851	7,152	315	8,000	155.0	89.4		
Tamil Nadu	TOTAL (MF)	1,340,649	918,353	1,026,586	333,745	1,056,000	127.0	97.2	1.0	1.0
	Male (M)	702,553	480,856	538,099	175,181	548,000	128.2	98.2		
	Female (F)	638,096	437,497	488,487	158,564	508,000	125.6	96.2		
Tripura	TOTAL (MF)	103,967	100,076	60,597	2,269	100,000	104.0	60.6	0.8	0.8
	Male (M)	55,705	53,550	32,757	1,267	47,000	118.5	69.7		
	Female (F)	48,262	46,526	27,840	1,002	53,000	91.1	52.5		
Uttar Pradesh	TOTAL (MF)	4,007,194	3,116,639	1,824,777	405,542	4,640,000	86.4	39.3	0.7	0.7
	Male (M)	2,479,943	1,938,422	1,128,709	246,465	2,397,000	103.5	47.1		
	Female (F)	1,527,251	1,178,217	696,068	159,077	2,243,000	68.1	31.0		
West Bengal	TOTAL (MF)	2,677,966	2,203,504	1,561,142	276,683	1,902,000	140.8	82.1	0.9	0.8
	Male (M)	1,460,209	1,193,285	858,668	156,963	969,000	150.7	88.6		
	Female (F)	1,217,757	1,010,219	702,474	119,720	933,000	130.5	75.3		
A&N Islands	TOTAL (MF)	7,312	6,976	4,261	195	9,000	81.2	47.3	0.7	0.7
	Male (M)	3,797	3,618	2,233	105	4,000	94.9	55.8		
	Female (F)	3,515	3,358	2,028	90	5,000	70.3	40.6		
Chandigarh	TOTAL (MF)	13,784	8,974	8,034	2,803	13,000	106.0	61.8	0.7	0.7
	Male (M)	7,439	4,876	5,231	1,507	6,000	124.0	72.9		
	Female (F)	6,345	4,098	2,867	1,296	7,000	90.6	52.3		
D&N Haveli	TOTAL (MF)	5,442	4,827	3,172	359	5,000	108.8	63.4	0.6	0.5
	Male (M)	2,978	2,609	1,751	217	2,000	148.9	87.6		
	Female (F)	2,464	2,218	1,421	142	3,000	82.1	47.4		
Daman & Diu	TOTAL (MF)	2,804	2,402	1,633	235	2,000	140.2	81.7	1.0	1.0
	Male (M)	1,410	1,172	829	140	1,000	141.0	82.9		
	Female (F)	1,394	1,230	804	95	1,000	139.4	80.4		
Delhi	TOTAL (MF)	276,209	199,817	160,944	44,545	278,000	99.4	57.9	0.8	0.8
	Male (M)	144,005	101,304	84,681	25,110	131,000	109.9	64.6		
	Female (F)	132,204	98,513	76,263	19,435	147,000	89.9	51.9		
Lakshadweep	TOTAL (MF)	975	975	568	0	2,000	48.8	28.4	1.0	0.9
	Male (M)	498	498	293	0	1,000	49.8	29.3		
	Female (F)	477	477	275	0	1,000	47.7	27.5		

Pondichery											
TOTAL (MF)	20,361	13,027	7,334	11,864	7,587	4,277	19,000	107.2	62.4	0.8	0.8
Male (M)	10,653	6,509	4,144	6,264	3,827	2,437	9,000	118.4	69.6		
Female (F)	9,708	6,518	3,190	5,600	3,760	1,840	10,000	97.1	56.0		

1. By 'Private' is meant here all educational institutions not operated by a public authority, whether or not it receives financial support from such authorities.

2. Official entrance age to primary education :

5/6+

Data sources : Selected Educational Statistics 1997-98 (Interpolated on the basis of DPEP Enrolment data (Class-wise/Sex-wise and Age-grade matrix for 1997-98)

TABLE 4: Indicators 5 and 6 - Gross and Net Enrollment Ratios in Primary Education

Country: **INDIA** Year: **1997**

Col 1	Col 2	Col.3	Col 4	Col 5	Col 6	Col.7	Col.8	Col.9	Col.10=Col.3/Col.9	Col.11=Col 6/Col.9	Col.12	
		Total Enrolment (all ages)			Enrolment of Official Primary School Age			Official School-Age Population[2]	GER (Gross Enrolment Ratio)	NER (Net Enrolment Ratio)	Gender Parity Index	
Add Province		Total	Public	Private[1]	Total	Public	Private[1]				GER	NER
India	Total	109,412.903	78.987.051	30,425,852	86,101,084	70,451,980	15,649,104	121,162,000	90.3	71.1	82.7	82.3
	Male	61,826,493	44,424,979	17,401,514	48,751,713	40,016,445	8,735,268	62,759,000	98.5	77.7		
	Female	47,586,410	34,562,072	13,024,338	37,349,371	30,435,535	6,913,836	58,403,000	81.5	64.0		
Andhra Pradesh	Total	8,370,079	6,448,190	1,921,889	6,411,385	5,174,098	1,237,287	9,342,000	89.6	68.6	94.0	93.0
	Male	4,389,506	3,391,275	998,231	3,379,070	2,726,378	652,692	4,755,000	92.3	71.1		
	Female	3,980,573	3,056,915	923,658	3,032,315	2,447,720	584,595	4,587,000	86.8	66.1		
Arunachal Pradesh	Total	149,719	143,680	6,039	106,706	102,282	4,424	154,000	97.2	69.3	71.7	71.4
	Male	82,406	78,565	3,841	58,845	55,996	2,849	72,000	114.5	81.7		
	Female	67,313	65,115	2,198	47,861	46,286	1,575	82,000	82.1	58.4		
Assam	Total	3,816,603	3,661,320	155,283	3,441,832	3,365,275	76,557	3,497,000	109.1	98.4	91.6	91.9
	Male	2,024,781	1,943,095	81,686	1,823,699	1,780,991	42,708	1,779,000	113.8	102.5		
	Female	1,791,822	1,718,225	73,597	1,618,133	1,584,284	33,849	1,718,000	104.3	94.2		
Bihar	Total	10,266,989	9,868,405	398,584	10,262,744	10,013,442	249,302	13,517,000	76.0	75.9	65.4	65.4
	Male	6,445,313	6,226,280	219,033	6,442,396	6,309,056	133,340	7,090,000	90.9	90.9		
	Female	3,821,676	3,642,125	179,551	3,820,348	3,704,386	115,962	6,427,000	59.5	59.4		
Goa	Total	125,717	41,114	84,603	89,405	45,887	43,518	146,000	86.1	61.2	79.0	80.8
	Male	65,075	21,243	43,832	45,786	23,203	22,583	67,000	97.1	68.3		
	Female	60,642	19,871	40,771	43,619	22,684	20,935	79,000	76.8	55.2		
Gujarat	Total	6,003,862	4,005,515	1,998,347	4,411,422	3,724,549	686,873	5,107,000	117.6	86.4	95.4	96.7
	Male	3,449,687	2,254,044	1,195,643	2,520,855	2,114,825	406,030	2,876,000	119.9	87.7		
	Female	2,554,175	1,751,471	802,704	1,890,567	1,609,724	280,843	2,231,000	114.5	84.7		
Haryana	Total	2,096,106	1,788,593	307,513	1,832,791	1,643,241	189,550	2,498,000	83.9	73.4	102.2	102.6
	Male	1,109,713	932,842	176,871	968,719	860,285	108,434	1,336,000	83.1	72.5		
	Female	986,393	855,751	130,642	864,072	782,956	81,116	1,162,000	84.9	74.4		

State												
Himachal Pradesh	Total	694,412	646,360	48,052	525,432	493,899	31,533	771,000	90.1	68.1		84.6
	Male	351,856	324,854	27,002	265,197	246,834	18,363	357,000	98.6	74.3	84.0	
	Female	342,556	321,506	21,050	260,235	247,065	13,170	414,000	82.7	62.9		
Jammu & Kashmir	Total	893,005	791,904	101,101	733,375	648,455	84,920	1,328,000	67.2	55.2		64.1
	Male	519,196	460,776	58,420	427,807	377,415	50,392	628,000	82.7	68.1	64.6	
	Female	373,809	331,128	42,681	305,568	271,040	34,528	700,000	53.4	43.7		
Karnataka	Total	6,912,100	4,792,931	2,119,169	5,409,840	4,239,286	1,170,554	6,107,000	113.2	88.6		87.8
	Male	3,729,455	2,552,774	1,176,681	2,911,329	2,266,307	645,022	3,089,000	120.7	94.2	87.3	
	Female	3,182,645	2,240,157	942,488	2,498,511	1,972,979	525,532	3,018,000	105.5	82.8		
Kerala	Total	2,749,535	1,084,041	1,665,494	2,181,507	858,214	1,323,293	3,053,000	90.1	71.5		97.1
	Male	1,418,935	561,655	857,280	1,126,523	444,937	681,586	1,554,000	91.3	72.5	97.2	
	Female	1,330,600	522,386	808,214	1,054,984	413,277	641,707	1,499,000	88.8	70.4		
Madhya Pradesh	Total	10,161,269	8,288,909	1,872,360	8,745,342	7,386,895	1,358,447	9,927,000	102.4	88.1		80.3
	Male	5,864,390	4,759,269	1,105,121	4,985,966	4,193,883	792,083	5,121,000	114.5	97.4	78.1	
	Female	4,296,879	3,529,640	767,239	3,759,376	3,193,012	566,364	4,806,000	89.4	78.2		
Maharashtra	Total	1,879,???	6,477,465	5,402,434	8,878,002	6,469,671	2,408,331	10,520,000	112.9	84.4		95.8
	Male	6,243,780	3,269,187	2,974,593	4,648,734	3,331,170	1,317,564	5,396,000	115.7	86.2	95.1	
	Female	5,636,119	3,208,278	2,427,841	4,229,268	3,138,501	1,090,767	5,124,000	110.0	82.5		
Manipur	Total	251,651	123,137	128,514	198,796	102,563	96,233	293,000	85.9	67.8		76.5
	Male	134,543	65,279	69,264	104,856	52,782	52,074	135,000	99.7	77.7	74.4	
	Female	117,108	57,858	59,250	93,940	49,781	44,159	158,000	74.1	59.5		
Meghalaya	Total	302,518	134,729	167,789	163,100	90,960	72,140	324,000	93.4	50.3		85.8
	Male	151,777	67,186	84,591	81,237	45,430	35,807	149,000	101.9	54.5	84.6	
	Female	150,741	67,543	83,198	81,863	45,530	36,333	175,000	86.1	46.8		
Mizoram	Total	134,091	104,800	29,291	85,620	71,602	14,018	118,000	113.6	72.6		87.1
	Male	71,359	55,084	16,275	45,046	37,241	7,805	58,000	123.0	77.7	85.0	
	Female	62,732	49,716	13,016	40,574	34,361	6,213	60,000	104.6	67.6		
Nagaland	Total	203,689	130,066	73,623	126,265	82,609	43,656	216,000	94.3	58.5		83.7
	Male	103,575	64,886	38,689	64,047	40,954	23,093	100,000	103.6	64.0	83.3	
	Female	100,114	65,180	34,934	62,218	41,655	20,563	116,000	86.3	53.6		
Orissa	Total	3,945,000	3,378,491	566,509	3,036,057	2,962,976	73,081	4,358,000	90.5	69.7		71.6
	Male	2,313,000	1,962,820	350,180	1,793,347	1,749,487	43,860	2,214,000	104.5	81.0	72.9	
	Female	1,632,000	1,415,671	216,329	1,242,710	1,213,489	29,221	2,144,000	76.1	58.0		

State	Category											
Punjab	Total	2 121 310	1 798 195	323 115	1 835 473	1 645 868	189 605	2 599 000	81.6	70.6	103.4	105.7
	Male	1 108 845	938 723	170 122	949 080	849 427	99 653	1 380 000	80.4	68.8		
	Female	1 012 465	859 472	152 993	886 393	796 441	89 952	1 219 000	83.1	72.7	72.7	71.9
Rajasthan	Total	6 860 625	5 512 208	1 348 417	5 063 741	4 063 904	999 837	7 076 000	97.0	71.6		
	Male	4 148 099	3 432 854	715 245	3 075 929	2 515 888	560 041	3 726 000	111.3	82.6		
	Female	2 712 526	2 079 354	633 172	1 987 812	1 548 016	439 796	3 350 000	81.0	59.3	94.2	93.5
Sikkim	Total	84 986	79 938	5 048	46 022	44 073	1 949	75 000	113.3	61.4		
	Male	43 193	40 897	2 296	23 474	22 519	955	37 000	116.7	63.4		
	Female	41 793	39 041	2 752	22 548	21 554	994	38 000	110.0	59.3	97.8	97.6
Tamil Nadu	Total	6 814 039	4 351 187	2 462 852	5 312 776	3 585 619	1 727 157	6 277 000	108.6	84.6		
	Male	3 518 971	2 247 995	1 270 976	2 746 256	1 852 197	894 059	3 206 000	109.8	85.7		
	Female	3 295 068	2 103 192	1 191 876	2 566 520	1 733 422	833 098	3 071 000	107.3	83.6	72.8	74.5
Tripura	Total	440 886	414 907	25 979	396 682	381 832	14 850	499 000	88.4	79.5		
	Male	239 958	224 408	15 550	213 521	205 261	8 260	232 000	103.4	92.0		
	Female	200 928	190 499	10 429	183 161	176 571	6 590	267 000	75.3	68.6	66.1	65.0
Uttar Pradesh	Total	13 707 742	8 082 879	5 624 863	10 286 289	8 001 859	2 284 430	21 997 000	62.3	46.8		
	Male	8 638 747	4 930 213	3 708 534	6 521 632	5 097 566	1 424 066	11 651 000	74.1	56.0		
	Female	5 068 995	3 152 666	1 916 329	3 764 657	2 904 293	860 364	10 346 000	49.0	36.4	86.9	87.4
West Bengal	Total	8 907 736	5 756 688	3 151 048	5 367 445	4 416 539	950 906	9 658 000	92.2	55.6		
	Male	4 862 688	3 066 236	1 796 452	2 922 032	2 387 888	534 144	4 934 000	98.6	59.2		
	Female	4 045 048	2 690 452	1 354 596	2 445 413	2 028 651	416 762	4 724 000	85.6	51.8	76.5	78.6
A&N Islands	Total	39 967	38 143	1 824	29 331	27 985	1 346	46 000	86.9	63.8		
	Male	20 920	19 961	959	15 148	14 435	713	21 000	99.6	72.1		
	Female	19 047	18 182	865	14 183	13 550	633	25 000	76.2	56.7	85.2	84.8
Chandigarh	Total	65 978	43 206	22 772	49 897	32 483	17 414	83 000	79.5	60.1		
	Male	35 223	22 685	12 538	26 698	17 499	9 199	41 000	85.9	65.1		
	Female	30 755	20 521	10 234	23 199	14 984	8 215	42 000	73.2	55.2	73.3	77.7
D&N Haveli	Total	25 003	22 235	2 768	18 248	16 182	2 066	26 000	96.2	70.2		
	Male	14 430	12 715	1 715	10 269	8 998	1 271	13 000	111.0	79.0		
	Female	10 573	9 520	1 053	7 979	7 184	795	13 000	81.3	61.4	80.1	83.1
Daman & Diu	Total	14 868	11 620	3 248	11 137	9 537	1 600	15 000	99.1	74.2		
	Male	7 762	5 980	1 782	5 713	4 751	962	7 000	110.9	81.6		
	Female	7 106	5 640	1 466	5 424	4 786	638	8 000	88.8	67.8		

Delhi	Total	1,261,359	884,243	377,116	956,943	692,113	264,830	1,416,000	89.1	87.6	84.0	83.4
	Male	660,830	449,397	211,433	502,907	353,782	149,125	680,000	97.2	74.0		
	Female	600,529	434,846	165,683	454,036	338,331	115,705	736,000	81.6	61.7		
Lakshadweep	Total	8,362	8,362	0	5,822	5,822	0	8,000	104.5	72.8	85.4	88.7
	Male	4,511	4,511	0	3,086	3,086	0	4,000	112.8	77.2		
	Female	3,851	3,851	0	2,736	2,736	0	4,000	96.3	68.4		
Pondicherry	Total	103,798	73,590	30,208	81,657	52,260	29,397	111,000	93.5	73.6	78.5	78.3
	Male	53,969	37,290	16,679	42,509	25,974	16,535	51,000	105.8	83.4		
	Female	49,829	36,300	13,529	39,148	26,286	12,862	60,000	83.0	65.2		
Urban areas	TOTAL(MF)	27,703,505	21,007,274	6,696,231	21,797,325	17,831,007	3,966,318	31,138,634	89.0	70.0	95.5	95.0
	Male (M)	14,670,011	10,541,030	4,128,981	11,567,665	9,494,986	2,072,679	16,129,063	91.0	71.7		
	Female (F)	13,033,494	10,466,244	2,567,250	10,229,660	8,336,021	1,893,639	15,009,571	86.8	69.2		
Rural areas	TOTAL(MF)	81,709,398	57,979,777	23,729,621	64,303,759	52,620,973	11,682,786	90,023,366	90.8	71.4	78.7	78.4
	Male (M)	47,156,482	33,883,949	13,272,533	37,184,048	30,521,459	6,662,589	46,629,937	101.1	79.7		
	Female (F)	34,552,916	24,095,828	10,457,088	27,119,711	22,099,514	5,020,197	43,393,429	79.6	62.5		

1 By Private is meant here all educational institutions not operated by a public authority, whether or not it receives financial support from such authorities.

2 Official primary school age   Starting age   5/6 YEARS   Ending age   9/10 YEARS

Data sources :   Selected Educational Statistics 1997-98

Source   Enrolment (Total) SES 97-98, MHRD, Govt. of India & Information recd. From State Directorates of Education

Enrolment (Public & private) The %age of enrolment under public and private management to total enrolment in 1993-94 (VI AIES) is applied to total enrolment, (primary in 1997-98 to obtain public & private enrolment).

Population (School Age population 6-11 years) extrapolations based on the estimates provided by the Standing Committee of Experts on Population Projections, Planning Commissison, GOI, 1997

Enrolment in Rural & Urban Areas at the all India level has been estimated on the basis of VI AIES Survey 1993-94, NCERT, New Delhi

Indicator 6   Net Entry Ratio (Primary)   The %age of overage and underage children in 1993-94 (VI AIES NCERT) is applied to gross enrolment (Grades I-V) to obtain net enrolment in grades I-V (6-11 Years)

Rural-Urban Child Population has been estimated on the basis of Percentage of Total Rural/Urban population.

TABLE 5A: Indicators 7 and 8 - Public Expenditure on Primary Education as Percentage of GNP and of Total Public Expenditure on Education (all levels); and Public Current Expenditure on Primary Education per Pupil as Percentage of Gross National Product (GNP) per Capita

Country: **INDIA**   Year: **1997**

Col 1	Col 2	Col 3	Col 4	Col 5	Col.6	Col.7=Col.2÷Col.3	Col.8=Col3÷Col.5	Col.9=(Col.2÷Col.4) /(Col.5÷Col.6)
Year	Public Current Expenditure on Primary Education	Total Public Current Expenditure on Education Figures in millions	Total Enrolment in Primary Education	Gross National Product (GNP)	Total Population	Public Current Exp. on Primary ed as % of total Public Current exp. on ed.	Public Current Exp. on Primary ed. as % of GNP	Public Current Exp. on Primary Edn per Pupil as % of GNP per capita
1990	58.970	171,937	97	4,702,690	815	34.30	1.25	10.54
1991	64.194	187.576	100	5,426,910	846	34.22	1.18	10.01
1992	70.601	209,530	100	6,189,690	864	33.69	1.14	9.85
1993	80.070	234,131	97	7,869,970	882	34.20	1.02	9.25
1994	92.731	272,321	109	9,303,250	899	34.05	1.00	8.22
1995	114.578	324,587	110	10,897,540	917	35.30	1.05	8.76
1996	133,336	365.293	110	12,721,770	934	36.50	1.05	8.90
1997	152.894	412,460	109	14,132,310	950	37.1	1.08	9.43

Note: Data should refer to actual expenditure in national currency.   Please indicate by means of a footnote if otherwise.   *   Forecast

Data sources :   Analysis of Budgeted Expenditure 1996-97/SES 1997-98/Economic Survey 1997-98

Expenditure on Primary Education has been worked out on the basis of proportion of enrolment in Primary classes to the total enrolment in Elementary classes

TABLE 5: Indicators 7 and 8 - Public Expenditure on Primary Education as Percentage of GNP and of Total Public Expenditure on Education (all levels); and Public Current Expenditure on Primary Education per Pupil as Percentage of Gross National Product (GNP) per Capita

Country: INDIA **Year:** 1997

Col 1 Year	Col 2 Public Current Expenditure on Primary Education	Col 3 Total Public Current Expenditure on Education Figures in Millions	Col 4 Total Enrolment in Primary Education	Col 5 Gross National Product (GNP)	Col 6 Total Population	Col 7=Col.2÷Col.3 Public Current Exp on Primary ed as % of Total Public Current Exp on Edn	Col.8=Col3÷Col.5 Public Current Exp. on Primary Edn. as % of GNP	Col.9=(Col.2÷Col.4)/(Col.5÷Col.6) Public Current Exp. on Primary Edn. per Pupil as % of GNP per Capita
1990	79.555	171.937	131	4,702.690	815	46.3	1.69	10.50
1991	86.843	187.576	137	5,426.910	846	46.3	1.60	9.91
1992	94.773	209.530	134	6,189.690	864	45.2	1.53	9.89
1993	108.218	234.131	131	7,869.970	882	46.2	1.38	9.25
1994	126.389	272.321	149	9,303.250	899	46.4	1.36	8.18
1995	157.401	324.587	151	10,897.540	917	48.5	1.44	8.79
1996	182.854	365.293	152	12,721.770	934	50.1	1.44	8.86
1997	207.819	412.460	148	14,132.310	950	50.4	1.47	9.42

Note   Data should refer to actual expenditure in national currency   Please indicate by means of a footnote if otherwise   *   Forecast

Data sources   Analysis of budgeted expenditure 1996-97/SES 1997-98/Economic survey 1997-98   Budgeted Expenditure on Education 1994-95 to 1996-97

TABLE 6 : Indicators 9 and 10 - Percentage of Primary School Teachers Having the Required Academic Qualifications; and Percentage of Primary School Teachers who are Certified to Teach According to National Standards [1,2]

Country: INDIA Year: 1997

Adm Province	Col 2	Col 3	Col 4*	Col 5	Col 6=Col.4/Col.3	Col 7=Col 5/Col.3	Col 8	
		Number of Primary School Teachers			Percentage of Primary School Teacher		Gender Parity Index	
		Total	With Academic Qualification	Certified to Teach Qualification (1)	With Academic	Certified to Teach (2)	(1)	(2)
India	Total	2,265,739	1,985,995	1,985,995	87.7	87.7		
	Male	1,454,913	1,256,627	1,256,627	86.4	86.4	1.0	1.0
	Female	810,826	729,368	729,368	90.0	90.0		
Andhra Pradesh	Total	154,194	147,100	147,100	95.4	95.4		
	Male	102,957	98,224	98,224	95.4	95.4	1.0	1.0
	Female	51,237	48,876	48,876	95.4	95.4		
Arunachal Pradesh	Total	4,295	2,162	2,162	50.3	50.3		
	Male	3,067	1,544	1,544	50.3	50.3	1.0	1.0
	Female	1,228	618	618	50.3	50.3		
Assam	Total	82,091	38,993	38,993	47.5	47.5		
	Male	61,592	29,265	29,265	47.5	47.5	1.0	1.0
	Female	20,499	9,728	9,728	47.5	47.5		
Bihar	Total	130,822	118,289	118,289	90.4	90.4		
	Male	105,340	95,189	95,189	90.4	90.4	1.0	1.0
	Female	25,482	23,100	23,100	90.7	90.7		
Goa	Total	4,446	4,116	4,116	92.6	92.6		
	Male	1,452	1,347	1,347	92.8	92.8	1.0	1.0
	Female	2,993	2,769	2,769	92.5	92.5		
Gujarat	Total	99,543	96,075	96,075	96.5	96.5		
	Male	52,787	50,948	50,948	96.5	96.5	1.0	1.0
	Female	46,756	45,127	45,127	96.5	96.5		

Haryana	Total	48,905	47,193	47,193	96.5	96.5	1.0	1.0
	Male	23,602	22,381	22,381	94.8	94.8		
	Female	25,303	24,812	24,812	98.1	98.1	1.0	1.0
Himachal Pradesh	Total	23,985	21,107	21,107	88.0	88.0	1.0	1.0
	Male	14,732	12,862	12,862	87.3	87.3		
	Female	9,253	8,245	8,245	89.1	89.1		
Jammu & Kashmir	Total	30,286	19,230	19,230	63.5	63.5	1.0	1.0
	Male	19,021	12,080	12,080	63.5	63.5		
	Female	11,265	7,150	7,150	63.5	63.5		
Karnataka	Total	95,495	95,495	95,495	100.0	100.0	1.0	1.0
	Male	50,376	50,376	50,376	100.0	100.0		
	Female	45,119	45,119	45,119	100.0	100.0		
Kerala	Total	74,784	72,867	72,867	97.4	97.4	1.0	1.0
	Male	22,728	22,318	22,318	98.2	98.2		
	Female	51,956	50,549	50,549	97.3	97.3		
Madhya Pradesh	Total	227,154	153,900	153,900	67.8	67.8	1.0	1.0
	Male	165,007	111,822	111,822	67.8	67.8		
	Female	62,147	42,078	42,078	67.7	67.7		
Maharashtra	Total	221,475	211,830	211,830	95.6	95.6	1.0	1.0
	Male	110,048	105,358	105,358	95.7	95.7		
	Female	111,427	106,472	106,472	95.6	95.6		
Manipur	Total	11,735	4,084	4,084	34.8	34.8	1.0	1.0
	Male	7,653	2,635	2,635	34.4	34.4		
	Female	4,082	1,449	1,449	35.5	35.5		
Meghalaya	Total	10,550	4,483	4,483	42.5	42.5	1.0	1.0
	Male	5,757	2,446	2,446	42.5	42.5		
	Female	4,793	2,037	2,037	42.5	42.5		
Mizoram	Total	5,210	3,520	3,520	67.6	67.6	1.0	1.0
	Male	2,739	1,850	1,850	67.5	67.5		
	Female	2,471	1,670	1,670	67.6	67.6		
Nagaland	Total	9,376	4,763	4,763	50.8	50.8	1.0	1.0
	Male	5,692	2,941	2,941	51.7	51.7		
	Female	3,684	1,822	1,822	49.5	49.5		

Orissa	Total	112,876	111,630	111,630	98.9	98.9	98.9	1.0	1.0
	Male	83,674	82,760	82,760	98.9	98.9	98.9		
	Female	29,202	28,870	28,870	98.9	98.9	98.9		
Punjab	Total	57,011	56,234	56,234	98.6	98.6	98.6	1.0	1.0
	Male	22,255	21,952	21,952	98.6	98.6	98.6		
	Female	34,756	34,282	34,282	98.6	98.6	98.6		
Rajasthan	Total	134,061	130,810	130,810	97.6	97.6	97.6	1.0	1.0
	Male	95,459	93,182	93,182	97.6	97.6	97.6		
	Female	38,602	37,628	37,628	97.5	97.5	97.5		
Sikkim	Total	5,092	2,363	2,363	46.4	46.4	46.4	1.0	1.0
	Male	2,777	1,289	1,289	46.4	46.4	46.4		
	Female	2,315	1,074	1,074	46.4	46.4	46.4		
Tamil Nadu	Total	155,349	155,041	155,041	99.8	99.8	99.8	1.0	1.0
	Male	86,872	86,744	86,744	99.9	99.9	99.9		
	Female	68,477	68,297	68,297	99.7	99.7	99.7		
Tripura	Total	20,653	6,827	6,827	33.1	33.1	33.1	1.0	1.0
	Male	16,308	5,391	5,391	33.1	33.1	33.1		
	Female	4,345	1,436	1,436	33.0	33.0	33.0		
Uttar Pradesh	Total	318,769	310,127	310,127	97.3	97.3	97.3	1.0	1.0
	Male	239,170	232,767	232,767	97.3	97.3	97.3		
	Female	79,599	77,360	77,360	97.2	97.2	97.2		
West Bengal	Total	181,710	122,050	122,050	67.2	67.2	67.2	1.0	1.0
	Male	136,574	91,758	91,758	67.2	67.2	67.2		
	Female	45,136	30,292	30,292	67.1	67.1	67.1		
A&N Islands	Total	1,969	1,923	1,923	97.7	97.7	97.7	1.0	1.0
	Male	1,029	1,005	1,005	97.7	97.7	97.7		
	Female	940	918	918	97.7	97.7	97.7		
Chandigarh	Total	1,773	1,773	1,773	100.0	100.0	100.0	1.0	1.0
	Male	64	64	64	100.0	100.0	100.0		
	Female	1,709	1,709	1,709	100.0	100.0	100.0		

D&N Haveli	Total	483	474	474	98.1	98.1	1.0	1.0
	Male	318	312	312	98.1	98.1		
	Female	165	162	162	98.2	98.2		
Daman & Diu	Total	424	414	414	97.6	97.6	1.0	1.0
	Male	182	178	178	97.8	97.8		
	Female	242	236	236	97.5	97.5		
Delhi	Total	37,532	37,532	37,532	100.0	100.0	1.0	1.0
	Male	14,106	14,106	14,106	100.0	100.0		
	Female	23,426	23,426	23,426	100.0	100.0		
Lakshadweep	Total	284	284	284	100.0	100.0	1.0	1.0
	Male	164	164	164	100.0	100.0		
	Female	120	120	120	100.0	100.0		
Pondicherry	Total	3,408	3,306	3,306	97.0	97.0	1.0	1.0
	Male	1,411	1,369	1,369	97.0	97.0		
	Female	1,997	1,937	1,937	97.0	97.0		
Urban areas	TOTAL(MF)	575,759	504,673	504,673	87.7	87.7	1.0	1.0
	Male (M)	369,715	319,329	319,329	86.4	86.4		
	Female(F)	206,044	185,344	185,344	90.0	90.0		
Rural areas	TOTAL(MF)	1,689,980	1,481,322	1,481,322	87.7	87.7	1.0	1.0
	Male (M)	1,055,197	937,298	937,298	86.4	86.4		
	Female(F)	604,783	544,024	544,024	90.0	90.0		

1 Please specify national standard requirements for primary school teachers in terms of :

(a) **Minimum academic qualifications:** (i) Matriculation, and (ii) 10+2 Senior Secondary Course

(b) **Certification to teach** Two Years Teachers Training Course

(*) **Trained Teachers**

2 To the extent possible, the same table may be produced separately for public and private schools.

Data sources : Selected Educational Statistics, 1997-98

No. of teachers in Rural/Urban areas have been calculated by applying their proportion according to VI All India Edu.Survey(NCERT) to the total number of teachers in SES 1997-98.

TABLE 7 : Indicators 11 - Pupil-Teacher Ratios in Primary Education

Country: **INDIA**

Year: **1997**

	Col 2	Col 3	Col 4	Col 5	Col 6	Col 7	Col 8= Col 2+Col 3/Col 5	Col 9= Col 3/Col 6	Col 10=Col 4/Col 7
	Total Enrolment			Total Number of Teachers			Pupil Teacher Ratios		
Administrative Area	Total	Public	Private	Total	Public	Private	Total	Public	Private
		78,087,051	30,425,852	2,265,739	1,594,119	671,620	48.2901618	49.5490305	45.30218278
		6,148,100	1,921,889	154,194	112,320	41,874	54.2827801	57.409099	45.89695276
		142,680	6,030	4,295	4,017	278	34.8589057	35.7679861	21.72302158
		3,601,320	155,283	82,091	78,621	3,470	46.4923439	46.5692372	44.75014409
		9,808,405	398,584	130,822	124,582	6,240	78.4805996	79.2121253	63.87564103
		11,114	44,603	4,445	1,775	2,670	28.2827897	23.1628169	31.68651685
		4,005,515	1,998,347	99,543	75,106	24,437	60.3142562	53.3314915	81.77546344
		1,758,593	307,513	48,905	41,184	7,721	42.8607709	43.4293172	39.82813107
		646,360	48,052	23,985	21,495	2,490	28.9519283	30.0702489	19.29799197
		791,904	101,101	30,286	26,716	3,570	29.485736	29.6415631	28.31960784
		4,792,931	2,119,169	95,495	61,760	33,735	72.3818001	77.6057481	62.81811175
		1,084,041	1,005,494	74,784	28,609	46,175	36.7663538	37.8916075	36.06917163
		8,348,909	1,872,360	227,154	172,399	54,755	44.7329521	48.0797974	34.19523331
		6,177,465	5,402,434	221,475	119,951	101,524	53.6399097	54.0009254	53.21336827
		123,137	128,514	11,735	7,005	4,730	21.4444823	17.578444	27.16997886
		134,729	162,449	10,550	4,451	6,099	28.6746919	30.2693777	27.51090343
		104,800	29,291	5,210	3,735	1,475	25.7372361	28.0589023	19.85830508
		180,060	73,623	9,376	7,492	1,884	21.7245094	17.3606514	39.07802548
		3,375,191	566,509	112,876	98,159	14,717	34.9498565	34.4185556	38.49351091
		1,798,195	323,113	57,011	48,741	8,270	37.2087843	36.8928623	39.07073761
		5,512,208	1,348,417	134,061	108,022	26,039	51.1753978	51.0285683	51.78451553

Sikkim	84,986	79,938	5,048	5,092	4,832	260	16.6901021	16.5434603	19.4158462
Tamil Nadu	6,814,039	4,351,187	2,462,852	155,349	98,519	56,830	43.8627799	44.165968	43.33718107
Tripura	440,886	414,907	25,979	20,653	19,655	998	21.3473103	21.1094887	26.03106212
Uttar Pradesh	13,707,742	8,082,879	5,624,863	318,769	180,962	137,807	43.0021175	44.6661675	40.8169614
West Bengal	8,907,736	5,756,688	3,151,048	181,710	112,200	69,510	49.0217159	51.3073797	45.33229751
A&N Islands	39,967	38,143	1,824	1,969	1,900	69	20.2981209	20.0752632	26.43478261
Chandigarh	65,978	43,206	22,772	1,773	1,128	645	37.212634	38.3031915	35.30542636
Dadra & Nagar Haveli	25,003	22,235	2,768	483	428	55	51.7660455	51.9509346	50.3272727
Daman & Diu	14,868	11,620	3,248	424	348	76	35.0660377	33.3908046	42.73684211
Delhi	1,261,359	884,243	377,116	37,532	25,319	12,213	33.6075615	34.9240886	30.87824449
Lakshadweep	8,362	8,362	0	284	284	0	29.443662	29.443662	#DIV/0!
Pondicherry	103,798	73,590	30,208	3,408	2,404	1,004	30.4571596	30.6114809	30.0876494
Urban areas	27,703,505	21,007,274	6,696,231	575,759	425,810	149,949	48.1164949	49.3348536	44.65672329
Rural areas	81,709,398	57,979,777	23,729,621	1,689,980	1,168,309	521,671	48.3493283	49.6270909	45.48771352

1. By 'Private' is meant here all educational institutions not operated by a public authority, whether or not it receives financial support from such authorities.

Data sources : Selected Educational Statistics 1997-98 and Sixth All India Edul Survey, 1993-94. Enrolment and Teachers under Public and private managements in 1997-98 are distributed according to its proportion in 1993-94 based on VI AIES data, NCERT New Delhi.

TABLE 8 : Indicator 12 - Repetition Rate in Primary Education by Grade [1, 2, 3]

Country:　INDIA　　　　Year:　　1993-94

Col.1	Col.2	Col.3	Col.4	Col.5	Col.6	Col.7	Col.8	Col.9	Col.10	Col.11	Col.12	Col.12	Col.13
Add Province		Grade										Average	Gender
		1	2	3	4	5	6	7	8	9	10	Grades 1to5	Parity Index
India	TOTAL (MF)	7.7%	5.7%	7.3%	5.8%	5.9%						6.8%	1.0
	Male (M)	7.6%	5.5%	7.3%	5.8%	5.9%						6.9%	
	Female (F)	7.9%	5.8%	7.3%	5.8%	5.9%						6.7%	
Andhra Pradesh	TOTAL (MF)	0.0	0.0	0.0	0.0	0.0						0.0	
	Male (M)	0.0	0.0	0.0	0.0	0.0						0.0	
	Female (F)	0.0	0.0	0.0	0.0	0.0						0.0	
Arunachal Pradesh	TOTAL (MF)	19.1	15.6	13.9	11.3	10.9						15.0	1.0
	Male (M)	19.3	15.7	13.8	11.6	10.6						15.1	
	Female (F)	18.8	15.4	14.1	11.0	4.6						14.9	
Assam	TOTAL (MF)	14.3	14.7	14.5	9.8	10.4						13.1	1.0
	Male (M)	14.4	14.9	14.7	10.3	10.5						13.3	
	Female (F)	14.1	14.5	14.2	9.3	10.3						12.9	
Bihar	TOTAL (MF)	14.8	7.4	5.7	4.4	3.3						8.7	1.2
	Male (M)	14.5	4.5	5.6	4.2	3.2						7.9	
	Female (F)	15.3	7.8	6.0	4.7	3.4						9.2	
Goa	TOTAL (MF)	0.0	0.0	0.0	0.0	13.6						2.9	0.7
	Male (M)	0.0	0.0	0.0	0.0	15.3						3.4	
	Female (F)	0.0	0.0	0.0	0.0	11.6						2.4	
Gujarat	TOTAL (MF)	17.9	11.3	11.8	10.0	10.0						12.6	1.1
	Male (M)	16.9	10.5	11.6	10.0	10.6						12.1	
	Female (F)	19.3	12.4	12.1	10.2	9.2						13.0	
Haryana	TOTAL (MF)	5.4	5.3	9.2	8.5	9.4						7.4	1.8
	Male (M)	5.4	4.5	9.1	8.6	9.5						7.4	
	Female (F)	5.4	6.2	9.4	8.5	9.2						13.0	

State									
Himachal Pradesh	TOTAL (MF)	15.1	11.5	10.3	10.3	5.9		11.0	1.1
	Male (M)	15.5	11.4	10.7	10.6	6.2		11.2	
	Female (F)	14.8	11.6	9.7	10.0	5.5		11.8	
Jammu & Kashmir	TOTAL (MF)	4.3	5.3	6.7	6.6	6.7		5.7	0.9
	Male (M)	4.5	5.4	6.9	6.7	6.9		5.9	
	Female (F)	4.0	5.1	6.3	6.5	6.5		5.4	
Karnataka	TOTAL (MF)	0.0	0.0	0.7	0.9	0.5		14.0	1.0
	Male (M)	0.0	0.0	0.7	0.9	0.5		14.1	
	Female (F)	0.0	0.0	0.7	1.0	0.5		13.9	
Kerala	TOTAL (MF)	0.9	7.2	6.8	6.3	7.3		5.8	0.7
	Male (M)	1.2	8.4	7.6	7.1	8.6		6.7	
	Female (F)	0.6	6.0	5.8	5.4	5.9		4.8	
Madhya Pradesh	TOTAL (MF)	11.1	7.1	10.0	6.0	3.8		8.0	1.0
	Male (M)	10.5	6.9	10.2	6.5	4.1		7.9	
	Female (F)	12.0	7.3	9.7	5.3	0.0		8.1	
Maharashtra	TOTAL (MF)	9.4	7.9	12.3	8.7	8.5		9.4	1.0
	Male (M)	9.7	8.1	12.1	8.5	8.8		9.5	
	Female (F)	9.1	7.7	12.4	8.9	8.1		9.3	
Manipur	TOTAL (MF)	3.4	3.1	2.7	2.5	2.9		5.0	0.9
	Male (M)	3.5	3.0	2.8	2.6	2.9		5.2	
	Female (F)	3.4	3.2	2.6	2.4	2.8		4.8	
Meghalaya	TOTAL (MF)	9.9	8.6	6.5	5.9	8.2		8.3	0.9
	Male (M)	10.4	9.0	7.0	6.3	8.8		8.7	
	Female (F)	9.4	8.3	6.1	5.5	7.6		7.8	
Mizoram	TOTAL (MF)	14.8	9.9	9.5	8.6	10.6		7.3	0.9
	Male (M)	15.1	10.4	9.4	8.6	10.9		7.7	
	Female (F)	14.5	9.4	9.6	8.6	10.9		6.9	
Nagaland	TOTAL (MF)	3.6	5.4	5.4	4.7	4.9		10.8	1.0
	Male (M)	3.6	6.0	5.9	4.8	5.2		11.0	
	Female (F)	3.5	4.8	4.8	4.7	4.6		10.6	
Orissa	TOTAL (MF)	17.0	15.6	16.2	12.0	5.0		14.3	1.0
	Male (M)	16.7	15.6	16.0	12.0	4.9		14.1	
	Female (F)	17.4	15.7	16.5	11.9	5.1		14.5	
Punjab	TOTAL (MF)	9.6	10.4	9.8	8.7	5.0		8.9	0.8
	Male (M)	10.4	10.9	10.4	9.6	5.5		9.6	
	Female (F)	8.6	9.7	9.1	7.6	4.4		8.1	

State	Category								
Rajasthan	TOTAL (MF)	4.9	3.0	2.8	2.2	3.5		6.0	1.0
	Male (M)	5.0	3.0	2.9	2.2	3.5		6.1	
	Female (F)	4.6	3.1	2.8	2.2	3.5		5.9	0.9
Sikkim	TOTAL (MF)	22.8	23.0	24.9	22.2	21.8		23.0	
	Male (M)	23.8	23.7	26.2	23.9	21.9		24.0	
	Female (F)	21.7	22.4	23.5	20.4	21.6		22.0	1.0
Tamil Nadu	TOTAL (MF)	16.1	13.1	14.3	16.4	11.3		14.1	
	Male (M)	16.1	13.1	14.6	16.6	11.4		14.2	
	Female (F)	16.0	13.1	14.1	16.1	11.2		14.0	1.0
Tripura	TOTAL (MF)	21.6	17.2	20.5	18.1	13.2		18.8	
	Male (M)	21.7	17.1	21.0	18.4	12.6		19.0	
	Female (F)	21.5	16.7	19.9	17.6	14.1		18.7	1.2
Uttar Pradesh	TOTAL (MF)	0.5	0.4	4.6	3.3	1.5		1.9	
	Male (M)	0.0	0.0	4.7	3.5	1.6		1.7	
	Female (F)	1.2	1.0	4.4	3.0	1.3		2.1	
West Bengal	TOTAL (MF)	5.3	2.5	2.4	2.3	17.2		5.5	0.9
	Male (M)	5.3	2.6	2.5	2.4	16.9		5.6	
	Female (F)	5.4	2.4	2.3	2.2	17.6		5.3	
A&N Islands	TOTAL (MF)	6.7	3.6	3.8	5.3	4.7		13.3	0.9
	Male (M)	7.0	4.1	4.2	5.7	5.1		14.2	
	Female (F)	6.3	3.1	3.4	4.9	4.2		12.2	
Chandigarh	TOTAL (MF)	1.4	1.3	1.3	1.2	2.2		1.5	0.9
	Male (M)	1.4	1.4	1.4	1.2	2.4		1.5	
	Female (F)	1.5	1.2	1.2	1.3	1.8		1.4	
Dadra & Nagar Haveli	TOTAL (MF)	27.9	24.1	27.7	29.1	23.8		26.7	1.0
	Male (M)	27.7	22.3	27.4	31.4	25.2		26.7	
	Female (F)	28.1	26.6	28.2	25.4	21.2		26.6	
Daman & Diu	TOTAL (MF)	10.1	8.2	10.4	13.8	10.9		12.3	0.8
	Male (M)	10.9	8.5	10.5	15.0	11.9		13.3	
	Female (F)	9.3	7.9	10.3	12.5	9.8		11.3	
Delhi	TOTAL (MF)	7.6	7.3	7.3	7.1	3.2		6.6	1.3
	Male (M)	6.2	5.8	6.3	6.6	3.5		5.8	
	Female (F)	9.1	8.9	8.4	7.6	2.8		7.6	
Lakshadweep	TOTAL (MF)	12.6	16.9	17.3	15.7	13.8		15.3	0.7
	Male (M)	13.5	18.8	19.9	18.6	16.9		17.6	
	Female (F)	11.5	14.6	14.3	12.2	10.4		12.7	

Pondicherry	TOTAL (MF)	0.2	0.4	9.7	9.3	9.9	5.9	0.9
	Male (M)	0.3	0.5	10.2	9.6	9.8	6.1	
	Female (F)	0.2	0.3	9.1	9.0	9.9	5.7	

1. Data in this table should be derived using the cohort pupil flow model (see note in Annex on cohort analysis and the attached Excel file TEMPLATE2.XLS).

2. If data in this table cover basic education, please specify below :

    Primary education extends from grade [I] to grade [V]

    Basic education extends from grade [I] to grade [VIII]

3. To the extent possible, the same table may be produced separately for public and private schools.

Data sources :

Sixth All India Educational Survey 1993-94(NCERT) in respect of 18 States.

Remaining 12 States the unpublished data received from the State Departments of Education was used

TABLE 9 : Indicators 13 and 14 - Survival Rate to Grade 5 and Coefficient of Efficiency [1]

Country: INDIA   **Year:** 1997

Col.1	Col.2	Col.3	Col.4	Col.5	Col.6	Col.7	Col.8	Col.9	Col.10	Col.11	Col.12	Col.13
	Survival Rate to Grade 5			Coefficient of Efficiency to Grade 5			Coefficient of Efficiency in Primary Education				Gender Parity Index	
Add Province	Both sexes (MF)	Male (M)	Female (F)	Both sexes (MF)	Male (M)	Female (F)	Both sexes (MF)	Male (M)	Female (F)	Survival rate to grade 5	Coef. of efficiency at Grade 5	Coef. of efficiency in primary educ.
India	56.0%	57.5%	54.1%	66.6%	69.5%	62.8%	7.50%	7.20%	8.00%	0.9	0.9	1.1
Andhra Pradesh	57.9	58.2	57.5	65.9	68.3	63.0	7.60	7.30	7.90	1.0	0.9	1.1
Arunachal Pradesh	53.8	54.3	53.2	60.3	60.9	59.6	8.30	8.20	8.40	1.0	1.0	1.0
Assam	65.5	73.5	57.5	74.5	86.7	61.3	6.70	5.80	8.20	0.8	0.7	1.4
Bihar	51.9	52.5	50.6	56.9	60.0	51.3	8.80	8.30	9.80	1.0	0.9	1.2
Goa	83.1	83.4	82.7	96.2	98.5	93.6	5.20	5.10	5.30	1.0	1.0	1.0
Gujarat	83.7	80.5	88.4	68.8	67.7	70.4	7.30	7.40	7.10	1.1	1.0	1.0
Haryana	77.1	73.2	81.7	82.2	83.8	80.0	6.10	6.00	6.30	1.1	1.0	1.1
Himachal Pradesh	57.3	49.9	66.6	80.6	73.1	89.6	6.20	6.80	5.60	1.3	1.2	0.8
Jammu & Kashmir	39.7	35.0	47.4	80.3	81.7	78.3	6.20	6.10	6.40	1.4	1.0	1.0
Karnataka	62.3	67.1	57.0	69.2	72.0	65.9	7.20	6.90	7.60	0.8	0.9	1.1
Kerala	103.4	104.6	102.0	105.3	106.8	103.7	4.70	4.70	4.80	1.0	1.0	1.0
Madhya Pradesh	80.9	81.8	79.5	86.4	90.5	80.3	5.80	5.50	6.20	1.0	0.9	1.1
Maharashtra	80.3	83.1	77.3	83.4	85.1	81.6	6.00	5.90	6.10	0.9	1.0	1.0
Manipur	84.8	86.6	82.7	97.1	96.8	97.5	5.10	5.20	5.10	1.0	1.0	1.0
Meghalaya	38.2	39.4	36.9	53.6	56.1	50.9	9.30	8.90	9.80	0.9	0.9	1.1
Mizoram	58.1	56.7	59.6	79.7	78.7	80.8	6.30	6.40	6.20	1.1	1.0	1.0
Nagaland	48.9	52.3	45.6	58.7	59.3	58.1	8.50	8.40	8.60	0.9	1.0	1.0
Orissa	49.7	49.8	49.8	64.3	66.9	60.6	7.80	7.50	8.20	1.0	0.9	1.0
Punjab	85.4	83.0	87.9	91.2	93.2	88.8	5.50	5.40	5.60	1.1	1.0	1.0

Rajasthan	40.5	42.3	37.7	75.7	80.5	66.9	6.60	6.20	7.50	0.9	0.8	1.2
Sikkim	36.9	38.3	35.4	54.2	58.6	49.8	9.20	8.50	10.00	0.9	0.8	1.3
Tamil Nadu	123.4	126.6	120.2	81.2	80.7	82.0	6.20	6.20	6.10	0.9	1.0	1.0
Tripura	53.0	55.7	49.8	66.2	65.3	67.5	7.60	7.70	7.40	0.9	1.0	1.0
Uttar Pradesh	23.6	26.3	19.6	31.8	37.4	23.6	15.70	13.40	21.20	0.7	0.6	1.6
West Bengal	22.4	26.4	18.5	35.0	40.8	28.9	14.30	12.20	17.30	0.7	0.7	1.4
A&N Islands	84.5	85.6	83.3	94.2	97.5	90.7	5.30	5.10	5.50	1.0	0.9	1.1
Chandigarh	135.4	133.3	138.1	132.3	131.7	132.9	3.80	3.90	3.80	1.0	1.0	1.0
Dadra & Nagar Haveli	84.2	88.1	78.7	81.6	83.6	78.3	6.10	6.00	6.40	0.9	0.9	1.1
Daman & Diu	94.4	95.1	93.7	90.6	91.9	89.7	5.50	5.40	5.60	1.0	1.0	1.0
Delhi	114.3	115.1	113.1	120.9	110.8	132.2	4.10	4.50	3.80	1.0	1.2	0.8
Lakshadweep	91.3	88.2	94.9	86.5	81.8	91.8	5.80	6.10	5.40	1.1	1.1	0.9
Pondicherry	93.8	93.3	94.4	110.3	109.1	111.6	4.50	4.60	4.50	1.0	1.0	1.0

1. Data in this table should be derived using the cohort pupil flow model (see note in Annex on cohort analysis and the attached Excel file: TEMPLATE2.XLS).
2. To the extent possible, the same table may be produced separately for public and private schools.

Data sources : Enrolment: Selected Educational Statistics 1996-97/1997-98 by MHRD, GOI.

Repeaters/Gradewise repetition rate of 1993-94 is assumed to remain constant, VI AIES,NCERT, New Delhi

Assumptions:
(a) The transition rates of 1996-97 will remain constant throughout the evolution of hypothetical cohort of 1000 students;
(b) No fresh admissions will be allowed in between the years; and
(c) After repeating a grade for three times, a student will either be promoted to the next grade or will drop out from the system.

TABLE 11 : Indicators 16, 17 and 18 - Literacy Rates of Population Aged 15-24 and 15 years Old and Over, and Literacy Gender Parity Index [1]

Country: INDIA   **Year:** 1991

Col 1	Col.2	Col.3	Col 4	Col 5	Col.6	Col.7=Col.5/Col.3	Col.8=Col.6/Col.4	Col 9=F%/M%	Col.10=F%/M%
Add Province		Population		Number of Literates		Literacy Rate		Literacy Gender Parity Index	
		15+	15-24	15+	15-24	15+	15-24	15+	15-24
INDIA	Total	526203274	153507633	255420567	95021658	48.5	61.9	0.6	0.7
	Male	273480712	79745297	169263510	58620543	61.9	73.5		
	Female	252722562	73762336	86157057	36401115	34.1	49.3		
Andhra Pradesh	Total	42624992	12128535	16416884	6445353	38.5	53.1	0.5	0.6
	Male	21534597	6086700	10843117	3967933	50.4	65.2		
	Female	21090395	6041835	5573767	2477420	26.4	41.0		
Arunachal Pradesh	Total	518625	151124	194654	81728	37.5	54.1	0.5	0.7
	Male	288076	80516	140267	51804	48.7	64.3		
	Female	230549	70608	54387	29924	23.6	42.4		
Assam	Total	13399443	4254447	6643175	2596155	49.6	61.0	0.6	0.8
	Male	7078743	2149093	4264730	1483372	60.2	69.0		
	Female	6320700	2105354	2378445	1112783	37.6	52.9		
Bihar	Total	51103782	14140785	17954191	6593399	35.1	46.6	0.4	0.5
	Male	26749273	7418836	13456129	4661265	50.3	62.8		
	Female	24354509	6721949	4498062	1932134	18.5	28.7		
Goa	Total	835696	258960	597938	230930	71.5	89.2	0.8	0.9
	Male	424578	134070	344917	123869	81.2	92.4		
	Female	411118	124890	253021	107061	61.5	85.7		
Gujarat	Total	26589133	8110565	14857140	5629952	55.9	69.4	0.6	0.7
	Male	13719911	4206103	9500895	3350912	69.2	79.7		
	Female	12869222	3904462	5356245	2279040	41.6	58.4		

State	Category								
Haryana	Total	10001534	3190648	4893145	2121969	48.9	66.5	0.5	0.6
	Male	5373257	1758872	3447817	1398215	64.2	79.5		
	Female	4628277	1431776	1445328	723754	31.2	50.5		
Himachal Pradesh	Total	3332843	1028828	1909198	831116	57.3	80.8	0.6	0.8
	Male	1677669	514959	1190023	459353	70.9	89.2		
	Female	1655174	513869	719175	371763	43.5	72.3		
Karnataka	Total	28778258	8493126	14660323	5487201	50.9	64.6	0.6	0.7
	Male	14742870	4381111	9402763	3232975	63.8	73.8		
	Female	14035388	4112015	5257560	2254226	37.5	54.8		
Kerala	Total	20450882	6131971	17997191	5966834	88.0	97.3	0.9	1.0
	Male	9899680	2943176	9172286	2881590	92.7	97.9		
	Female	10551202	3188795	8824905	3085244	83.6	96.8		
Madhya Pradesh	Total	40404422	11696247	16169623	6259906	40.0	53.5	0.4	0.5
	Male	20981722	6081879	11730299	4252182	55.9	69.9		
	Female	19422700	5614368	4439324	2007724	22.9	35.8		
Maharashtra	Total	50821710	14407941	30679172	11088591	60.4	77.0	0.6	0.8
	Male	26324009	7611630	19574327	6537819	74.4	85.9		
	Female	24497701	6796311	11104845	4550772	45.3	67.0		
Manipur	Total	1189712	379409	673731	271944	56.6	71.7	0.6	0.8
	Male	610908	189693	431425	153920	70.6	81.1		
	Female	578804	189716	242306	118024	41.9	62.2		
Meghalaya	Total	1025258	323653	497728	190040	48.5	58.7	0.8	0.9
	Male	530660	160310	286962	97175	54.1	60.6		
	Female	494598	163343	210766	92865	42.6	56.9		
Mizoram	Total	424421	140590	347413	123521	81.9	87.9	0.9	1.0
	Male	225550	73650	193499	65147	85.8	88.5		
	Female	198871	66940	153914	58374	77.4	87.2		
Nagaland	Total	758502	259392	449656	191752	59.3	73.9	0.8	0.9
	Male	412259	137521	274517	106448	66.6	77.4		
	Female	346243	121871	175139	85304	50.6	70.0		
Orissa	Total	20342295	5836623	9377800	3410797	46.1	58.4	0.5	0.6
	Male	10343705	2895510	6409072	2073867	62.0	71.6		
	Female	9998590	2941113	2968728	1336930	29.7	45.5		
Punjab	Total	13248193	4029642	7008664	2858273	52.9	70.9	0.7	0.9
	Male	7040368	2144384	4314923	1604251	61.3	74.8		
	Female	6207825	1885258	2693741	1254022	43.4	66.5		

State	Category								
Rajasthan	Total	26057442	7817267	9257089	3800226	35.5	48.6	0.3	0.4
	Male	13621271	4123930	7156543	2844930	52.5	69.0		
	Female	12436171	3693337	2100546	955296	16.9	25.9		
Sikkim	Total	247076	82479	125709	57640	50.9	69.9	0.6	0.8
	Male	135616	43131	83596	33368	61.6	77.4		
	Female	111460	39348	42113	24272	37.8	61.7		
Tamil Nadu	Total	38653768	10865362	22040188	7903951	57.0	72.7	0.6	0.8
	Male	19508247	5364437	13641021	4387386	69.9	81.8		
	Female	19145521	5500925	8399167	3516565	43.9	63.9		
Tripura	Total	1701627	508413	972438	364312	57.1	71.7	0.6	0.8
	Male	880710	253109	610717	204932	69.3	81.0		
	Female	820917	255304	361721	159380	44.1	62.4		
Uttar Pradesh	Total	83038186	24344131	32067554	12440931	38.6	51.1	0.4	0.5
	Male	44409357	13179657	23958049	8760987	53.9	66.5		
	Female	38628829	11164474	8109505	3679944	21.0	33.0		
West Bengal	Total	43152408	12614340	24249374	8204538	56.2	65.0	0.6	0.8
	Male	22810738	6537331	15507460	4797229	68.0	73.4		
	Female	20341670	6077009	8741914	3407309	43.0	56.1		
A&N islands	Total	179031	55981	122441	47792	68.4	85.4	0.8	0.9
	Male	102545	30755	77769	27276	75.8	88.7		
	Female	76486	25226	44672	20516	58.4	81.3		
Chandigarh	Total	438755	131289	330682	108450	75.4	82.6	0.9	0.9
	Male	250609	75103	201658	63693	80.5	84.8		
	Female	188146	56186	129024	44757	68.6	79.7		
D&N Haveli	Total	84603	26537	30332	12716	35.9	47.9	0.4	0.5
	Male	43670	13408	21603	8517	49.5	63.5		
	Female	40933	13129	8729	4199	21.3	32.0		
Daman & Diu	Total	65956	22233	43518	18245	66.0	82.1	0.6	0.9
	Male	33419	11900	26695	10495	79.9	88.2		
	Female	32537	10333	16823	7750	51.7	75.0		
Delhi	Total	6147162	1897737	4437509	1530164	72.2	80.6	0.8	0.9
	Male	3430175	1056459	2757985	899210	80.4	85.1		
	Female	2716987	841278	1679524	630954	61.8	75.0		
Lakshadweep	Total	32090	10006	25161	9520	78.4	95.1	0.7	1.0
	Male	16485	4984	14716	4831	89.3	96.9		
	Female	15605	5022	10445	4689	66.9	93.4		

Pondicherry	Total	555469	169372	390946	143712	70.4	84.8	0.7	0.9
	Male	280035	83080	227730	75592	81.3	91.0		
	Female	275434	86292	163216	68120	59.3	78.9		
Urban areas	TOTAL (MF)	140746799	43468400	100489546	34841850	71.4	80.2	0.7	0.9
	Male (M)	75070769	23004123	60187309	19696069	81.0	85.6		
	Female (F)	65676030	20464277	39702237	15145781	60.5	74.0		
Rural areas	TOTAL (MF)	384021512	110039233	154931021	60179808	40.3	54.7	0.5	0.6
	Male (M)	197626169	56741174	108476201	38924474	54.9	68.6		
	Female (F)	186395343	53298059	164554820	21255334	24.9	39.9		

1. **Definition of literacy used :** A person is literate if he or she can read and write with understanding in any language

2. **Source** Census of India Publications 1991, Office of the Registrar General of India, Govt. of India, New Delhi

National Sample Survey Organisation: Attending an Educational Institution in India: Its Level Nature and Cost ,
52nd Round, July 1995–June 1996, Report No.439[52/25.2/1]

Data Sources : Census of India - 1991

TABLE 11A : Indicators 16, 17 and 18 - Literacy Rates of Population Aged 15-24 and 15 Years Old and Over, and Literacy Gender Parity Index [1]

Country: INDIA   **Year:** 1997

(Figures in thousand)

Col 1	Col 2		Col 3	Col 4	Col 5	Col 6	Col 7=Col 5/Col 3	Col 8=Col 6/Col 4	Col 9=F%/M%	Col 10=F%/M%
Add Province			Population		Number of Literates		Literacy Rate		Literacy Gender Parity Index	
			15+	15-24	15+	15-24	15+	15-24	15+	15-24
INDIA	Total		526203274	1535076633	255420567	95021658	48.5	61.9	0.6	0.7
	Male		273480712	79745297	169263510	58620543	61.9	73.5		
	Female		252722562	737623336	86157057	36401115	34.1	49.3		
Andhra Pradesh	Total		42624992	121285535	16416884	6445353	38.5	53.1	0.5	0.6
	Male		21534597	6086700	10843117	3967933	50.4	65.2		
	Female		21090395	6041835	5573767	2477420	26.4	41.0		
India	Total		596235	176956	344071	130182	57.7	73.6	0.6	0.8
	Male		309504	92399	218263	76369	70.5	82.7		
	Female		286641	84557	125808	53813	43.9	63.6		
Andhra Pradesh	Total		47079	135201	21951	8329	46.6	61.6	0.6	0.7
	Male		23799	6818	13803	5045	58.0	74.0		
	Female		23280	6702	8148	3284	35.0	49.0		
Arunachal Pradesh	Total		690	221	365	179	52.9	81.0	0.6	0.9
	Male		372	124	238	106	64.0	85.5		
	Female		318	97	127	73	39.9	75.3		
Assam	Total		14991	4822	10811	4153	72.1	86.1	0.7	0.8
	Male		7897	2444	6555	2322	83.0	95.0		
	Female		7094	2378	4256	1831	60.0	77.0		
Bihar	Total		55624	16066	24634	9479	44.3	59.0	0.4	0.6
	Male		29138	8570	17483	6256	60.0	73.0		
	Female		26486	7496	7151	3223	27.0	43.0		

State									
Goa	Total	927	296	775	271	83.6	91.6		
	Male	473	157	435	143	92.0	91.1	0.8	1.0
	Female	454	139	340	128	74.9	92.1		
Gujarat	Total	29920	9185	18974	7331	63.4	79.8		
	Male	15405	4785	11862	4163	77.0	87.0	0.6	0.8
	Female	14515	4400	7112	3168	49.0	72.0		
Haryana	Total	11462	3669	6542	2954	57.1	80.5		
	Male	6144	2012	4362	1811	71.0	90.0	0.6	0.8
	Female	5318	1657	2180	1143	41.0	69.0		
Himachal Pradesh	Total	3962	1265	2919	1217	73.7	96.2		
	Male	2009	668	1688	668	84.0	100.0	0.8	0.9
	Female	1953	597	1231	549	63.0	92.0		
Jammu & Kashmir	Total	5891	1883	2981	1329	50.6	70.6		
	Male	3063	1019	1991	784	65.0	76.9	0.5	0.8
	Female	2828	864	990	545	35.0	63.1		
Karnataka	Total	32304	9720	17194	6766	53.2	69.6		
	Male	16512	5007	10403	3655	63.0	73.0	0.7	0.9
	Female	15792	4713	6791	3111	43.0	66.0		
Kerala	Total	22250	6581	20334	6515	91.4	99.0		
	Male	10768	3178	10230	3146	95.0	99.0	0.9	1.0
	Female	11482	3403	10104	3369	88.0	99.0		
Madhya Pradesh	Total	45995	13113	22829	8807	49.6	67.2		
	Male	23855	6627	15744	5434	66.0	82.0	0.5	0.6
	Female	22140	6486	7085	3373	32.0	52.0		
Maharashtra	Total	56774	16328	39144	14505	68.9	88.8		
	Male	29402	8656	23816	8137	81.0	94.0	0.7	0.9
	Female	27372	7672	15328	6368	56.0	83.0		
Manipur	Total	1459	166	1041	435	71.4	93.3		
	Male	748	249	629	244	84.1	98.0	0.7	0.9
	Female	711	217	412	191	57.9	88.0		
Meghalaya	Total	1410	450	961	405	68.2	90.0		
	Male	723	240	521	212	72.1	88.3	0.9	1.0
	Female	687	210	440	193	64.0	91.9		
Mizoram	Total	551	176	523	170	94.9	96.6		
	Male	287	95	275	90	95.8	94.7	1.0	1.0
	Female	264	81	248	80	93.9	98.8		

State	Category								
Nagaland	Total	972	311	802	293	82.5	94.2	0.8	0.9
	Male	517	172	475	168	91.9	97.7		
	Female	455	139	327	125	71.9	89.9		
Orissa	Total	22251	6512	10507	3806	47.2	58.4	0.5	0.7
	Male	11289	3243	6999	2270	62.0	70.0		
	Female	10962	3269	3508	1536	32.0	47.0		
Punjab	Total	14800	4548	8942	3532	60.4	77.7	0.8	0.9
	Male	7847	2421	5257	1937	67.0	80.0		
	Female	6953	2127	3685	1595	53.0	75.0		
Rajasthan	Total	29933	9193	14652	6087	48.9	66.2	0.4	0.5
	Male	15644	4874	10794	4143	69.0	85.0		
	Female	14289	4319	3858	1944	27.0	45.0		
Sikkim	Total	324	103	247	99	76.2	96.1	0.8	0.9
	Male	173	57	147	57	85.0	100.0		
	Female	151	46	100	42	66.2	91.3		
Tamil Nadu	Total	41887	11810	27480	10032	65.6	84.9	0.7	0.8
	Male	21134	5856	16273	5,388	77.0	92.0		
	Female	20753	5954	11207	4644	54.0	78.0		
Tripura	Total	2191	700	1560	636	71.2	90.9	0.8	0.8
	Male	1130	376	870	376	77.0	100.0		
	Female	1061	324	690	260	65.0	80.2		
Uttar Pradesh	Total	95037	28692	46661	18960	49.1	66.1	0.5	0.7
	Male	50776	15636	32497	12040	64.0	77.0		
	Female	44261	13056	14164	6920	32.0	53.0		
West Bengal	Total	48044	14281	33437	11096	69.6	77.7	0.7	0.9
	Male	25325	7397	20260	6140	80.0	83.0		
	Female	22719	6884	13177	4956	58.0	72.0		
A&N Islands	Total	223	72	216	72	96.9	100.0	0.9	1.0
	Male	123	41	123	41	100.0	100.0		
	Female	100	31	93	31	93.0	100.0		
Chandigarh	Total	515	165	413	146	80.2	88.5	0.8	0.9
	Male	288	96	259	90	89.9	93.8		
	Female	227	69	154	56	67.8	81.2		
D&N Haveli	Total	109	35	52	23	47.7	65.7	0.5	0.6
	Male	56	19	36	15	64.3	78.9		
	Female	53	16	16	8	30.2	50.0		

Daman & Diu	Total	81	26	66	25	81.5	96.2	0.7	0.9
	Male	41	14	39	14	95.1	100.0		
	Female	40	12	27	11	67.5	91.7		
Delhi	Total	7895	2529	6460	2314	81.8	91.5	0.8	0.9
	Male	4310	1433	3879	1361	90.0	95.0		
	Female	3585	1096	2581	953	72.0	87.0		
Lakshadweep	Total	41	13	39	13	95.1	100.0	0.9	1.0
	Male	21	7	21	7	100.0	100.0		
	Female	20	6	18	6	90.0	100.0		
Pondicherry	Total	643	205	559	203	86.9	99.0	0.9	1.0
	Male	325	108	299	106	92.0	98.1		
	Female	318	97	260	97	81.8	100.0		
Urban areas	TOTAL(MF)	159474	50113	128190	44639	80.4	89.1	0.8	0.9
	Male (M)	84984	26654	74513	24430	87.7	91.7		
	Female (F)	74491	23459	53677	20209	72.1	86.1		
Rural areas	TOTAL(MF)	436761	126843	215881	85543	49.4	67.4	0.5	0.7
	Male (M)	224610	65745	143750	51939	64.0	79.0		
	Female (F)	212150	61098	72131	33604	34.0	55.0		

1. Definition of literacy used :

A person is literate if he or she can read and write with understanding in any language

Data Sources :

53rd Round of NSSO 1997

EFA 2000 Assessment : INDIA

Thematic Reviews and Case Studies

Elementary Education
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